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ABSTRACT

The 1967 President's Crime Commission proposed the development of youth service bureaus, the concept and purpose of which were to provide needed services to youth rather than process them unnecessarily through the courts. As the Crime Commission Report provided no models for these bureaus, many types evolved. This study locates and describes numerous programs and procedures, and the influences significant in shaping the nature of bureaus in different communities. A minimum of 200,000 youth received services from approximately 140 bureaus in a one year period of 1971-72. Typical programs have five or six full-time staff members and utilize, or plan to utilize, volunteer services. Individual counseling and referral are reported as the most important bureau service. Two-thirds of the programs are in urban, core, or Model Cities neighborhoods. All ethnic groups are serviced; 60% of cases are boys, 40% girls. School, law enforcement and self are primary sources of referral. Physical facilities tend to be in reasonable and useful condition, although neighborhood conditions tend to be poor. The most pressing problem is funding. The report describes 58 bureaus and makes recommendations for developing priorities and policies. (Author/NMF)

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youth service bureaus

A NATIONAL STUDY

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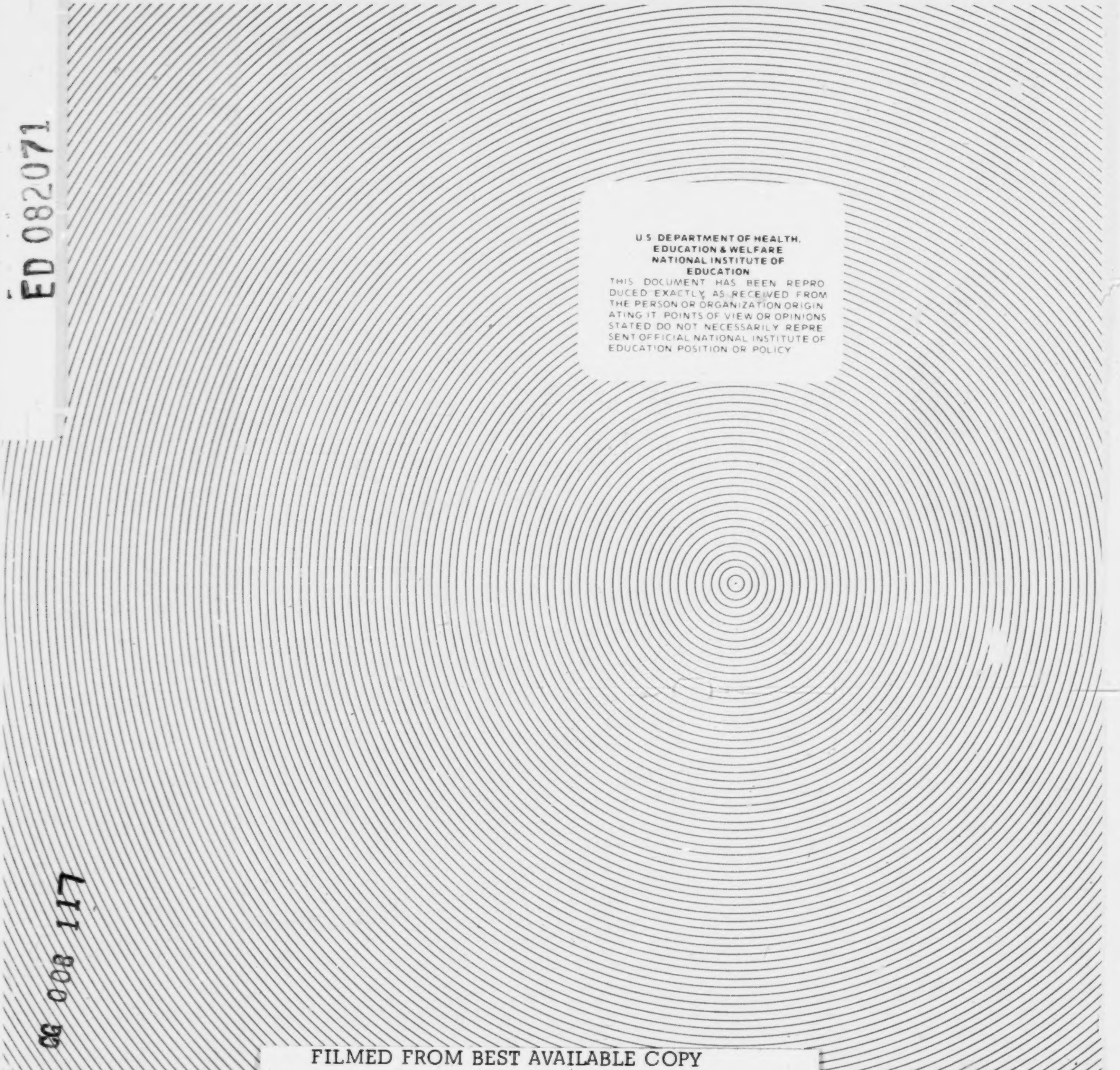

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NATIONAL STUDY
OF YOUTH SERVICE BUREAUS

Grant 86-P-80062/9-01

Social and Rehabilitation Service
Department of Health, Education and Welfare

Final Report
to

Youth Development and Delinquency Prevention Administration

Robert Gemignani, Commissioner

Prepared by

Department of the California Youth Authority

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State of California

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U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Social and Rehabilitation Service
Youth Development and Delinquency Prevention Administration
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The 1971-72 Study of Youth Service Bureaus could not have been successfully carried out without the cooperation and assistance of a great many people, foremost of whom are the officials, administrators, staff and participants in Youth Service Bureaus throughout the United States.

In addition to those directly involved in the operation of Youth Service Bureaus, we also owe an expression of appreciation to Messrs. Robert Gemignani, Robert Foster, William Sheridan of the Youth Development and Delinquency Prevention Administration, William Flanigan of the Social and Rehabilitation Services Division of the Department of Health, Education and Welfare; Mr. Sherwood Norman of the National Council on Crime and Delinquency, Dr. John Martin and Mr. John Ellingston who served as special advisors to the project; and to the members of our National Advisory Committee, especially Sister Isolina Ferré and Governor Luis Ferré of Puerto Rico who hosted the first Advisory Committee meeting in December of 1971.

It is also appropriate to offer special appreciation to Messrs. Robert Mabbutt, Martin Anderson, Stan Hagstrom, Robert Maybie, James Bonomo, Jeffrey Pell, Ms. Grace Harrington, Beth Skoglund,

Carolyn Ong, Christine Creech and Perry Birchard of the Department of the Youth Authority, each of whom in his or her own special way contributed so much to the success of the study.

Finally, the project staff would like to express appreciation to the operating divisions of the Department of the Youth Authority who provided over 2,000 hours of field time, plus 3,000 hours of office work in completing this study.

STATE OF CALIFORNIA—HUMAN RELATIONS AGENCY RONALD REAGAN, Governor

DEPARTMENT OF YOUTH AUTHORITY
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November 8, 1972

Mr. Robert J. Gemignani, Commissioner
Youth Development and Delinquency Prevention
Administration
Department of Health, Education and Welfare
Social and Rehabilitation Service
330 C Street, S. W. South Building
Washington, D. C. 20201

Dear Mr. Gemignani:

We are pleased to submit the final report of the National Study of Youth Service Bureaus completed under Grant 86-P-80062/9-01, for the Youth Development and Delinquency Prevention Administration and Social and Rehabilitation Service.

The findings of the study are based on the responses to over 300 individual inquiries, several hundred questionnaires, and on-site visits to 58 representative programs located in 31 different states and/or territories. Although less conclusive than we would like it to be, the report will be useful in developing priorities and policies for similar programs in the future.

It would have been impossible for us to have completed the work required in the time allotted without the full cooperation of Social and Rehabilitation Service, the Youth Development and Delinquency Prevention Administration, state planning agencies, youth service bureau staff throughout the country, and other public and private agencies contacted. Through these contacts, the National Study was a unique and enriching experience for our own staff. As a Department, we are grateful to have had the opportunity to interact and learn from others throughout the nation.

Sincerely,

Allen F Breed

Allen F. Breed, Director

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Chapter I

INTRODUCTION AND SUMMARY

In the fields of youth development and delinquency prevention, facts are hard to establish. One obvious "fact" is that people are not all alike - communities are not all alike - and Youth Service Bureaus are not all alike.

Although goals and objectives of different programs may be similar, the reasons for these objectives and means for achieving them can be quite different. The National Study of Youth Service Bureaus did not arbitrarily hypothesize what a Youth Service Bureau should be and then seek out programs that met the definition. Instead, the study sought out programs that others identified as Youth Service Bureaus... programs with similar problems, goals, and procedures along with influences that were significant in shaping the nature of bureaus in different communities. The project sought to locate and describe Youth Service Bureaus in whatever form and by whatever name others identified them.

BACKGROUND

The 1967 President's Crime Commission proposed the development of Youth Service Bureaus. The commission offered an idea rather than a detailed plan of action. As a result, many different types of Youth Service Bureau programs have evolved throughout the nation, particularly as a result of the availablity of Federal funds for this purpose.

Recognizing the widespread growth of Youth Service Bureaus, the Youth Development and Delinquency Prevention Administration, through the Social Rehabilitation Service of the Department of Health, Education and Welfare, requested a national study of these programs in April 1971. In July 1971, the Department of the California Youth Authority was awarded the grant to conduct the National Study.

OBJECTIVES

Questions addressed by the study were: (1) What is the number and location of Youth Service Bureaus operating throughout the United States? (2) Have Youth Service Bureaus been successful in diverting significant numbers of youth from the juvenile justice system? (3) Have bureaus been able to coordinate existing community resources or develop new ones to the end that more effective services are delivered to children and youth served? Other questions included: (4) What are the models of Youth Service Bureaus that have evolved? (5) What kind of agencies are involved in the implementation of program? (6) What personnel are responsible for the operation of program? (7) Who are the clientele served? (8) What are the sources of referral? (9) What is the nature of services provided? (10) What are the most significant problems confronting Youth Service

Bureaus today? (11) What are methods for strengthening Youth Service Bureaus? (12) What are models of Youth Service Bureaus that are significant and effective? (14) What suggested areas are there for future research and demonstration?

OVERVIEW OF FINDINGS AND OBSERVATIONS

Lurking in the back of the mind of any survey staff is the "hard" question about what can be achieved. Although these doubts may exist they are never quite admitted. It is hoped that by looking harder and by looking wider and by asking more questions that ultimately it will be possible to find the truth. In this project every effort was made to come as close as possible to answering the original fourteen questions. Yet, after a period of a year and a half of study involving thousands of pieces of correspondence, hundreds of telephone calls, numerous meetings, visits to 58 programs in 31 states, hundreds of face to face interviews, review of thousands of pages of reports and literature, and the compiling of vast amounts of data, the answers to some of the project questions remain in doubt.

Locating Youth Service Bureaus

The Study identified a significant number of Youth Service Bureau programs throughout the United States which have funding from Federal sources. In addition, a number of other programs which existed before the availability of Federal funding or do not rely on Federal funding were located and described. As a result it is estimated that there are less than 170 Federally funded programs nationally that are significant to the Youth Service Bureau concept. Further, the total amount of Federal funding for these programs appears to be less than 15 million dollars.

In addition to the "recognized" programs there are many others, federally supported, locally supported, and privately supported, that are equivalent in program to those reported in this study. Some of these programs operate from a traditional framework and others are "street programs" which offer similar services and have similar objectives to recognized Youth Service Bureaus. In one sense, the National Study has explored only the tip of the iceberg. It falls to those who follow to explore that which was not visible, nor clearly identifiable.

The term "Youth Service Bureau" covers a vast and varied range of programs. Where a program is viewed as a Youth Service Bureau in one part of the United States, it is not recognized as a bureau in another area of the Nation. Youth Service Bureaus are a relatively new and experimental phenomenon and several came into existence, and went out of existence, during the course of the study. Without a doubt several programs that were visited will not be in operation at the time this report is published while other new programs will have just opened.

Diversion

The least information is available about whether bureaus have been successful in diverting significant numbers of youth from the Juvenile Justice System. No common definition of diversion exists, either as a process or concept and there are many questions and interpretations about what is meant by diversion. In some places diversion means the number of cases referred to a program, in others it means a specified reduction in court petitions, in others it relates to number of arrests, etc. Although there has been an attempt to establish a definition in the recently developed Standards and Goals by the Law Enforcement Assistance Administration, there was no uniform definition at the time of this study.

In addition, there are indications that when these Youth Service Bureau programs started, the emphasis was on innovation and non-traditional ways of operating. This included, in many instances, not keeping elaborate records and in some instances not keeping any records at all. In fact, one of the frustrations reported from Youth Service Bureaus was in regard to the practices of funding sources in changing requirements regarding record keeping and the reporting of information. In the few places where good records were kept and data permitted evaluations, there did seem to be a case for juveniles being diverted either away from or out of the Juvenile Justice System. However, the information was so limited and so individualistic that any national answer to the extent of diversion would be speculative.

It is not easy to acknowledge but it is fair to state that neither this study nor any other study will be able to reliably answer questions about the extent of juveniles diverted as a result of Youth Service Bureaus. To really analyze the issue of diversion it would be necessary to limit the scope of a highly specialized study to a few projects, have an experimental-control model and better base line data, pre and post YSB than was possible within the limits of this study. Even given these more favorable conditions, it is possible to encounter circumstances which make the reliability of data on diversion questionable. For example: changes of a Police Administrator, different Judges, or a changed political stance by local or state administration.

Coordination

Coordination is also difficult to determine through standard research and survey procedures. It is virtually impossible to give a definitive answer to the question: Have bureaus been able to coordinate existing community resources or develop new ones to the end that more effective services are delivered to children and youth?

One of the most misunderstood and misinterpreted aspects of Youth Service Bureaus is in regard to indirect service and coordination. If a program overemphasizes indirect service and coordination, it runs the risk of not having sufficient numbers of "cases" to illustrate that it is providing services and diverting children from the Juvenile Justice System. Coordination is a significant activity of bureaus; however, except for scattered reports and a few programs which stress this approach, there is little to determine whether Youth Service Bureaus have had any overall effect in regard to coordination or better delivery of services to children.

Models, Personnel, Sources of Referral, Clientele, Services, Problems

The questions regarding the models of Youth Service Bureaus that have evolved, personnel, sources of referral, clientele, nature of services, significant problems, were more answerable and are accounted for in some detail in the text of this report. It was found, for instance, that the programs vary a great deal on the basis of the nature of the target area, the power structure of the community, and the orientation of the program staff. Staff of the program represent broad cross sections of the National population and have a considerable amount of education and experience. The implementing agencies of programs ranged from private organizations to units of local government. The sources of referral were rather evenly distributed between police, schools, self, other community agencies. The clientele served represented a broad range of our country's youth in mid adolescence. The nature of services provided usually included counseling but also led to other services such as tutoring, medical assistance, legal assistance, etc.

The most significant and critical problem of Youth Service Bureaus throughout the country today can be summed up in a single word, "funding".

Strengthening Programs, Establishing Cost Effectiveness, Effective Models, Implications for Research

The principal methods for strengthening Youth Service Bureaus would be to establish a more realistic and permanent base for funding. This would involve considerably more commitment on the part of the agencies launching into or supporting such a concept in the future than they have shown in the past. Problems relating to establishing cost effectiveness are similar to determining diversion and coordination. The first question is: Cost and effectiveness in relation to what alternative? Again, the method would involve an experimental control model, base-line data, and a system of realistic evaluation to consider circumstances that occur during the time such a study is made.

Because there are unclear or untested issues relating to the concept of Youth Service Bureaus, it would be well to systematically examine and compare selected issues, i.e. coersiveness vs. voluntariness; utilizing the bureau as a substitute for adjudication; examining the different definitions of diversion on a planned basis; comparisons between a direct service model, non-direct and variations in between.

SIGNIFICANT IMPLICATIONS

Earlier it was stated that during the process of the study, three main influences emerged as having significance in the development of Youth Service Bureau programs. They were:

1) THE COMMUNITY, especially the target group.

2) THE POWER BASE, some governmental unit, funding source, or influencial individual or group in the community.

3) THE ORIENTATION, especially of staff, including administration and those individuals involved in the delivery of services.

The hypothetical overstatement of these elements through illustration may underline this point. Please keep in mind the examples are extremes:

Example A

First, consider a community which has overwhelming needs, both economically and emotionally and where residents have little say so in regard to the future. Choices are limited and "things just happen." The impression of residents in regard to the powers of the community and the powers of others are often magical and unrealistic.

Many individuals in this community are resentful of controlling agencies and yet are dependent upon the services and resources these agencies are supposed to offer.

The established power bases are outside of this community. One group might perceive individuals within this community as not necessarily criminalistic, but helpless and facing almost insurmountable odds. They also are considered difficult to deal with by conventional means.

Another group views individuals within this community as unstable, unpredictable, immature, and unteachable with considerations that it is acceptable to deal with members of this community paternalistically and/or punitatively.

A third group may be indigenous to the community and may wield little formal power but may periodically criticize in such a manner as to influence outside sources of power from the standpoint of both funding and not funding.

The type of Bureau for this community would necessarily have to be concerned with the goal of reducing pressure of what is considered anti-social behavior, perceive relationship between needs and behavior, protect individuals from being "made an example," and reduce the sense of isolation and rejection. The staff and program need to be understanding, supportive, protective, instructive, dependable, and not threatened by what is considered primative outbursts by many of those who would identify themselves as middle-class. While recognizing the reality of delinquent behavior, program staff must be able to focus on the cause as well as the behavior and yet avoid "poor soul" sessions and projection of the blame. The need is for full service to cope on a day to day basis and with emphasis on increased community competence. (This might include vocational and educational programs; recreation; advocacy; cultural enrichment; counseling; community organization activities, etc.)

In addition to being able to operate in a community where both material and emotional needs are so intense, the program must have credibility with different and sometimes opposing power bases within the community. The program's leadership must know how to cut through red tape and obtain the most basic needs from accepted and "respectable" social agencies; they must be able to gain the support and cooperation of the advocates of law and order without being labeled "finks" and "stool pigeons". It is important that this leadership have credibility with established agencies and indigenous groups without having to always agree with them or be a part of the system.

Example B

Another type of community might perceive of itself as almost homogeneous. There tends to be an underestimation of individual and organizational complexity. Stereotypes are readily used and there is a prevailing attitude that all problems have formulas for solution. Typically the problem of delinquency is seen as the result of poor recreational facilities or too little sports equipment. The world is perceived as basically power oriented and if you have enough power, matters can be kept under control. There is a tendency to not understand the feelings and motives of other persons who are different. There is little motivation for change and although accepting that boys will be boys, it's difficult to understand why the younger generation is going to the dogs ... if it has not already done so.

A Youth Service Bureau in such a community must be prepared to expect denial on the part of the community that it has anything to do about creating its problems indeed if it even admits that there are problems. The resident of this community tends to expect that some secret formula can be found so that everything will be satisfactory. The expectation is that problems are solved by going to the source of power. The bureau's relationship with the establishment must be of such a nature that it neither falls prey to being intimidated nor acting in a punitive manner disproportionate to the problem.

There is a special problem in that referrals to the Bureau may be the very group challenging the established influences of the community of what is seen as "good and nice." The program is then in the unenviable position of having to be dependent on one group for money, power and influence and on another as a clientele. Unfortunately, gaining credibility with one faction may lessen credibility with another faction.

For a program to survive over time in this type of community, it must have the complete understanding of its financial backer. A program of this character must be able to forgo always doing what is the "politically" right thing.

Example C

A third type of community may appear to be better off than the two earlier examples. Members of this community have high expectations for themselves and they attempt to understand the behavior of others. Often the citizens of this community find they have material affluence but with considerable feelings of uneasiness and guilt about it. Many are nervous and seek remedy through popular and expedient means such as alcohol and drugs.

The Political power base of a program in this community may not be difficult to obtain initally since its residents are the political power base. However, a Youth Service Bureau in this community will have to continually answer the question, "Why do you need a program here?" A Youth Service Bureau in this area might very well gain initial community acceptance by following a mental health agency model (i.e. psychiatric consultation, psychological testing and counseling). It remains another question as to whether this is all that is needed. Critical problems arise over time; when it is recognized that the easy solutions have not worked and that solutions that do work are not necessarily easy to accept. In this case there is a tendency for the community to become impatient since what its citizens were seeking could not be obtained through the means they traditionally employed.

ORGANIZATIONAL PRINCIPLES

The above hypothetical models, drawn from the findings of this study, suggest a series of principles for those promoting or implementing a Youth Service Bureau.

1. The organization and program must be viable and flexible in order to respond to the unique needs and unanticipated problems of the community it serves but without undue reliance on traditional bureaucratic responses.
2. The program must be prepared to deal objectively and effectively with the powerful in the community, including those who believe in a punative and deterrent course of action.

3. Whatever the staff orientation, the program implemented must be a real substitute for other courses of action, particularly if the object is to reduce the likelihood of reoccurring delinquency, minimize stigmatization or maintain youth who are in jeopardy of the criminal justice system in or close to the mainstream of the law abiding community.

4. Program must be organized in such a manner that the favorable public bias for children and youth be used to full advantage.

5. Research and evaluation must be included as a part of all program developments if there is to be systematic organizational change based on fact rather than prejudice and hunch.

Chapter II

DEFINITION

THE PRESIDENT'S CRIME COMMISSION REPORT

The President's Crime Commission recommended the establishment of Youth Service Bureaus; however, this recommendation did not present a clear and concise definition or description even though the concept is mentioned in several different places in the Crime Commission Report and seems to be almost taken for granted. The most complete presentation made is as follows:

> Community Agencies; Youth Service Bureau. *There should be expanded use of community agencies for dealing with delinquents nonjudicially and close to where they live. Use of community agencies has several advantages. It avoids the stigma of being processed by an offical agency regarded by the public as an arm of crime control. It substitutes for official agencies organizations better suited for redirecting conduct. The use of locally sponsored or operated organizations heightens the community's awareness of the need for recreational, employment, tutoring, and other youth development services. Involvement of local residents brings greater appreciation of the complexity of delinquents' problems, thereby engendering the sense of public responsibility that financial support of programs requires.*[103]
>
> *The variety of programs already existing testifies to the abundance of creative ideas and the range of possible operational forms. A criterion essential for guiding community efforts is that services be local.*[104] *The farther removed from place and time of the juvenile's conduct the decision on disposition takes place, the more likely that the result will be unhelpful or have stigmatizing consequences.*

103/ See generally Elson & Rosenheim, JUSTICE FOR THE CHILD AT THE GRASSROOTS, 51 A.B.A.J. 341 (1965)

104/ Services could be developed under the guidance or within the direct administrative ambit of State agencies, as long as they are accessibly located.

The informal disposition process provides opportunities to engage laymen, as volunteers or paid part-time or full-time professional staff, to augment the ranks of full-time professional staff in the official agencies. One approach to use of laymen as case aides is outlined below.

There are, of course, hazards in encouraging pre-judicial dispositions by community agencies. One is the danger of misguided benevolence. Decentralizing and deformalizing juvenile handling do not preclude unwarranted stigma. Concerned citizens, by definition strongly motivated and possessed of firm opinions, can interpose obstacles to the smooth-flowing application of professional judgment and can themselves contribute to creation of a hostile environment for juvenile miscreants. But services should not be avoided because they may be abused. Rather, ways should be sought to minimize the dangers. The same safeguards that can be introduced in the pre-judicial disposition function of the court and the police offer protection against overreaching or arbitrary recommendations of local unofficial agencies.

Referrals by police, school officials, and others to local community agencies should be on a voluntary basis. If the request to seek available help is ignored, the police, or, in certain communities, another organized group may refer the case to court. But to protect against abuse of that power, the option of court referral should termimate when the juvenile or his family and the community agency agree upon an appropriate disposition.[105]

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[105] *An appropriate analogy is the time limitation imposed on court intake staffs seeking nonjudicial adjustments in preliminary conferences. Both New York and Illinois impose such a time limitation. Similarly, officially approved neighborhood groups that attempt to handle minor cases of delinquency should be precluded from using authority to refer to court to procure the show, if not the substance, of compliance. Inevitably the risk of failure of compliance is present, but it is slight in comparison to the dangers of overreaching inherent in the combination of official power and protracted guidance. Therefore, the option of court referral should be foreclosed altogether. Insistence on the adoption of one alternative at the loss of another serves to emphasize the importance of improving present criteria for screening and referral.*

It is also essential that the dispositions available to such local organizations be restricted. The purpose of using community institutions in this way is to help without coercion, and accordingly it is inappropriate to confer on them a power to order treatment or alter custody or impose sanctions for deviation from the suggested program.

These measures could be put into effect in the near future, with existing institutions and without major alterations of policy. Even where institutionalized community methods of encouraging pre-judicial dispositions are used, as in those areas with citizens' committees to hear and dispose of cases, amendment of the juvenile court law has not been required. The determinative factor is the interest of local officials and laymen.

Long-term recommendations for enhanced use of community service agencies, however, require creation of new social institutions. The neighborhood centers supported by the Office of Economic Opportunity and associated agencies, which now offer social welfare, legal aid, and medical care, among other services, do not appear presently to be making a sufficient impact on delinquency control[106] *but could serve as the basis for the necessary institutions.*

One recent proposal for nonjudicial handling is contained in the British White Paper of August 1965 entitled 'The Child, the Family, and the Young Offender.'[107] *It recommends new arrangements for determining and providing treatment for offenders under the age of 21. Any child under 16 who is in need of care, protection, or control would be brought before a local family council appointed to function in local authority areas. The council would attempt in all cases to reach agreement on treatment with the parents of the child. Where the facts are in dispute or where council and parents cannot agree on treatment, the matter would be referred to a magistrate's court for determination.*[108] *Children 16 and under 21 would*

106/ Cf. WHEELER, COTTRELL & ROMASCO, op.cit, supra note 76

107/ CMD. NO. 2742

108/ With one exception: Family councils would have power, "even in a case which the parents disagree, to refer a child to an observation centre for a limited period for assessment and for a report on the type of treatment that is likely to prove beneficial in his case." Id. at 7.

automatically be referred to a special magistrate's court that would also sit as a young offender's court for the older age group.

The British proposal is more far-reaching than any of the adjudication alternatives being considered in the United States.[109] It closely resembles the approach of the Scandinavian countries, which rely heavily on child welfare committees instead of courts for delinquency control. Thought in the United States has concentrated on creating alternatives to adjudication in an expanding number of cases rather than on providing substitutes for adjucication.

An essential objective in a community's delinquency control and prevention plan should therefore be an agency that might be called a youth services bureau, with a broad range of services and certain mandatory functions. Such an agency ideally would be located in a comprehensive community center and would serve both delinquent and nondelinquent youths. While some of its cases would normally originate with parents, schools, and other sources, the bulk of the referrals could be expected to come from the police and the juvenile court intake staff, and police and court referrals should have special status in that the youth services bureau would be required to accept them all. If, after study, certain youths are deemed unlikely to benefit from its services, the bureau should be obliged to transmit notice of the decision and supporting reasons to the referral source. A mandate for service seems necessary to insure energetic efforts to control and redirect acting out youth and to minimize the substantial risk that this group, denied service by traditional social agencies, would inevitably be shunted to a law enforcement agency.

A primary function of the youth services bureau thus would be individually tailored work with troublemaking youths. The work might include group and individual counseling, placement in group and foster homes, work and recreational programs, employment counseling, and special education (remedial, vocational). It would be under the bureau's direct control

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109/ The White Paper proposals are critically analyzed in a special number of the British Journal of Criminology, 6 BTIT. J. CRIMINOLOGY 101-69 (1966) *either through purchase or by voluntary agreement with other community organizations. The key to the bureau's success would be voluntary participation by the juvenile and his family in working out and following a plan of service or rehabilitation.*

In this respect the bureau would function as do the traditional public and voluntary child welfare agencies, rendering service on request of parents or with their consent. In the absence of appointments as guardians or custodians these agencies lack power of compulsion, their services are administrative arrangement and depend upon parental consent. The bureau would attempt to act in the same manner, with the difference that its clientele would be less tractable (and probably somewhat older) than the child population served by most welfare agencies. Thus, the significant feature of the bureau's function would be its mandatory responsibility to develop and monitor a plan of service for a group now handled, except in time of crisis. Through application of differential formulas or earmarked grants, funding of the bureau should take into account the special difficulty of serving this youth group and provide financial resources adequate to its responsibility.

The youth services bureau should also accept juveniles on probation or parole, through prearrangement with other public agencies or purchase of care for individual cases negotiated by the probation or parole officer. It should accept 'walkin' and parental request for voluntary service. It should respond to requests for aid from other organizations and individuals. But the compelling priority would be youth who have already demonstrated their inability to conform to the minimal standards of behavior at home or in the community. The financial and legal leverage provided under this proposal is intended to insure intervention in those cases.

It is essential that acceptance of the bureau's services be voluntary; otherwise the dangers and disadvantages of coercive power would merely be transferred from the juvenile court to it. Nonetheless, it may be necessary to vest the youth services bureau with authority to refer to court within a brief time - not more than 60 and preferably not more than 30 days - those with whom it cannot deal effectively. In accordance with its basically voluntary character, the youth services bureau should be required to comply with a parent's request that a case be referred to the juvenile court.

> *In many communities there may already exist ingredients of a youth services bureau in the form of community or neighborhood centers and programs for juveniles. All communities should explore the availability of Federal funds both for establishing the coordinating mechanisms basic to the youth services bureau's operations and for instituting the programs that the community needs.*[1]

Analysis

Youth Service Bureaus are commented upon in various sections of the President's Crime Commission Report. The information regarding Youth Service Bureaus in the general crime commission report[2] is derived from this section. The above quotation is one of the longer, most quoted, and most significant references. This section of the Task Force Report is less than 2,500 words, including footnotes, and takes up less than two pages.

Footnotes. The footnotes have been included as a part of the quotation because they are *essential* to understanding the text.

In footnote 103, Elison and Rosenheim propose an approach whereby lay citizens become involved as a hearing committee for young people in their neighborhood who have committed delinquent acts.

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[1] *Task Force Report:* Juvenile Delinquency and Youth Crime, President's Commission on Law Enforcement and Administration of Justice, United States Government Printing Office, Washington D.C.,1967 pp 19-21

[2] *The Challenge of Crime in a Free Society*, The President's Commission on Law Enforcement and Administration of Justice, U.S. Government Printing Office, Washington D. C. 1967.

Footnote 104 might well have been a part of the text.

Footnote 105 comments on the necessity of safeguarding the voluntary nature of referrals and is significant since it varies from the next to the last sentence in paragraph nine and contradicts the position stated in the next to the last paragraph of the text regarding referral to court.

Footnote 106 is a reference which is reprinted in the appendix of the Task Force Report. This article examines the problems in institutions having to do with delinquency and delinquency prevention. Of special significance to the Youth Service Bureau concept is a section on page 417 which examines the labeling process and its potential harmful effects.

Footnote 107 is a reference to the title mentioned in the text "The Child, the Family, and the Young Offenders", Government White Paper, published by Great Britain home office, London, Her Majesty's Stationery Office, 1965. "It recommends that all persons under 16 years of age be removed from the jurisdiction of the court and placed under local welfare authorities. Family councils, operating on a county level and composed of social workers and others with experience in handling children, would work with parents in advising courses of treatment for juveniles coming before them."

Footnote 108 is in further reference to the functions and powers of the family council as described in the British White paper.

Footnote 109 is a reference to a special number of the British Journal of Criminology. This special Journal article outlines the general principles and detailed proposals of the Government White Paper. The advantages and criticisms of the proposals are reviewed overall. Several papers are presented with views from a psychiatrist, a lawyer, a criminologist, a legal reader, a probation officer, and a children's officer.

The Text. Interpretations about Youth Service Bureaus made on the basis of sections from the Commission Report have been vastly different throughout the country. In part, this section of the Commission Report accounts for a major portion of the variations in definition of Youth Service Bureaus. References to the Youth Service Bureau in the commission report have been called both too general and too limiting. There is considerable discussion and dissatisfaction with the term Youth Service Bureau. Along with a natural resistance to the term "bureau," the difficulty in understanding where the new organizational entity fits in the scheme of things also causes problems.

The first ten paragraphs of the text discuss the "use of community agencies for dealing with delinquents non-judicially and close to where they live" and also with the use of "citizens committees" and a "local family council" as described in the British White Paper.

Whether the "Community agencies," and "committees or councils" are the same, different or complementary to one another is not clear. The advantages and hazards are aired but never quite settled.

The Commission Report makes it difficult to tell whether the Youth Service Bureau is meant to be an independent and whole agency, a part of some larger agency or both. In one line it is indicated that there should be an agency that might be called a Youth Service Bureau, with a broad range of services and in the next it is indicated that such an agency be located in a comprehensive community center. It also indicates that it should serve both delinquent and non-delinquent youths and it emphasizes the function of individually tailored work for trouble making youths.

Line by line it is possible to point out the contradictions, i.e. the bureau is for all youngsters but for "trouble making youngsters;" it should be voluntary, but will refer non-cooperative cases to court, etc.

In addition to having a number of ambiguities, there is a subtleness about the text also. For instance on page 20, paragraph 10, the report states, "...Thought in the United States has concentrated on creating alternatives to adjudication in an expanding number of cases rather than on providing substitutes for adjudication."

The word alternative and the word substitute are often used as synonyms; they are not! The dictionary definition of alternative is "a possibility of one out of two or, less strictly, more things." The dictionary definition of substitute is "a person or thing acting or serving in the place of another; to take the place of; replace." This is a very subtle yet significant difference in that it replaces that which previously existed. The next sentence of the following paragraph indicates "There should therefore be an agency that might be called a Youth Service Bureau with a broad range of services and certain mandatory functions."

Comment

In essence, the concept and purpose of Youth Service Bureaus emerges as providing needed services to youth as a substitute, not an alternative, for processing them unnecessarily through court. This includes delivering services to youth who are in jeopardy of committing public offenses or engaging in conduct which is not considered acceptable in their community. It also seems that the concept implies that these youth should not be stigmatized nor involved in the criminal justice system any further than absoultely necessary. This seems to be the end or goal. If the means are left open, there is room for a variety of approaches. The Crime Commission Report seemed to want to go farther. The dilemma is that the Commission went too far and yet not far enough - it could have provided models.

It did not! It did mix ideas and concepts with fragments of program prescriptions with the result that there are no clear definitions regarding what a Youth Service Bureau is or should be.

NATIONAL COUNCIL ON CRIME AND DELINQUENCY: DEFINITION

In his book, "The Youth Service Bureau," Sherwood Norman states,

> *The Youth Service Bureau is a non-coercive, independent public agency established to divert children and youth from the justice system by (1) mobilizing community resources to solve youth problems, (2) strengthening existing youth resources and developing new ones, and (3) promoting positive programs to remedy delinquency-breeding conditions.*[3]

In the footnote he points out, "Under certain circumstances, pending acceptance of responsibility of government, a YSB may be operated by private agencies."[4] On the basis of this definition the publication provides guidelines insofar as the purpose, organization, administration, and many other areas involving the delivery of service and evaluation of Youth Service Bureaus. Additionally, in an earlier publication, Norman described five models of Youth Service Bureaus, i.e. a cooperating agencies model, a community organization model, a citizen action model, a street outreach model, and a systems modification model.[5]

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[3] Sherwood Norman, *The Youth Service Bureau, A Key To Delinquency Prevention,* National Council on Crime and Delinquency, Paramus N.J. 1972 p 1

[4] Ibid., p 1

The National Council on Crime and Delinquency publications are extensive in the analysis of what a Youth Service Bureau should be and provide a considerable amount of resource information in regard to establishing and developing community programs.

OTHER VIEWS AND DEFINITIONS

There are a considerable number of other views and "almost definitions" regarding Youth Service Bureaus. Some of these include: the California programs which were created as the result of legislation.[6] Although there were a variety of programs implemented, Duxbury points out, "California's concept of Youth Service Bureaus, partially based on the broad framework of the President's Crime Commission Report, clearly focuses on diversion and coordination."[7]

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5 Sherwood Norman, "The Youth Service Bureau: A Brief Description with Five Current Programs," NCCD, New York, May 1970 pp 5-6.

6 *California Welfare and Institutions Code*. Section 1900-1905, Youth Service Bureau Act.

7 Elaine Duxbury, *Youth Service Bureaus in California, Progress Report*, Number 3, January 1972, p i.

Elizabeth Gorlich comments, "The Youth Service Bureau should not coordinate other agencies but should be in a position to join them in providing an integrated, diversified program in which current gaps in services are filled by the Youth Service Bureau or the other agencies."[8]

Margaret Rosenheim expresses concern as to the emphasis on coordination in some programs and is also critical of counseling as a primary service. She emphasizes purchase of service, such as tutoring or housing.[9]

In discussing remedies other than the court and correctional system for children and youth who have indulged in conduct which may need attention but which would not be a crime if committed by an adult, i.e. beyond control, ungovernable, runaway, etc., William Sheridan indicated,

> *We need a new program which would operate as an intervening service between complaintants and the Court by taking responsibility for working with community agencies to secure services for youngsters referred to it. Where these services are not available, it should be equiped to provide the service or care directly.*[10]

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[8] Elizabeth H. Gorlich, "Guidelines for Demonstration Projects for Youth Service Bureaus," U.S. Department of Health, Education and Welfare, Children's Bureau, Washington D.C. 1969

[9] Margaret K. Rosenheim, "Youth Services Bureaus: A Concept and Search of Definition," *Juvenile Court Judges Journal* 1969,20 (2) pp 69-74

[10] William H. Sheridan, "Juveniles Who Commit Non-Criminal Acts: Why Treat in a Criminal System," *Federal Probation,* March 1967 pp 26-30

G. David Schiering defines the Youth Service Bureau as a community agency to which "unruly" (Ohio's term for beyond control, ungovernable, runaway, etc.) children could be referred to rather than the juvenile court with the result of narrowing the function of the juvenile court.[11]

Dr. John Martin views the Youth Service Bureau as a vehicle for upgrading community competence and for establishing a more acceptable balance of power between powerless people and their children and a large and remote bureaucratic system. He indicates that there needs to be more than a paper referral system and that at a minimum there should be a sustained, supportive type of referral program in conjunction with an educational and/or vocational program. He makes a strong case also for the Youth Service Bureau located in the private sector to truly divert from the system.[12] In contrast to the views of others, he questions the "good government" concept where community people participate, presumably on a democratic basis, i.e. representatives are elected, the needs of the community are described, etc. - with the "work of personal relationships" model which derives power from a coalition of leaders from both in and outside the community. Although he never quite "defines" a Youth Service Bureau, the purpose and realities of organization and implementation he describes are found throughout the movement.[13]

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[11] G. David Schiering, "A Proposal for the More Effective Treatment of the "Unruly" Child in Ohio: The Youth Service Bureau," reprint from University of Cincinatti Law Review, Vol 39 No 2 Spring 1970, U. S. Department of Health, Education and Welfare, *Diverting Youth from the Correctional System* 1971

[12] John Martin, "Toward a Political Definition of Delinquency Prevention," U.S. Department of Health, Education and Welfare. Youth Development and Delinquency Prevention Administration, 1970

Additional variations were articulated to staff who visited programs throughout the country. Some definitions recalled the activities of Clifford Shaw in Chicago in the 1930's and the settlement house movement and Juvenile Court movement at the turn of the century. Although the focus may be on youth, many of the programs are people oriented and provide service without regard to age.

Regardless as to how one views the need for such programs, there does seem to be a reoccuring theme, i.e., the basic desire of man to resolve human problems by practical and humanitarian means rather than punitive or criminal justice processes.

Perhaps it is because the YSB is an idea, a belief or a movement rather than a place, a building or a staff, that it does not have a specific organizational arrangement. As a historical concept or a theme it has been implemented before in many different ways.

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13 John M. Martin, Charles F. Grosser, and Dorothea Hubin, "Theory Building in the Political Context of Community Action Programs," pp 27-31

The British version of the Youth Service Bureau concept is summed up picturesquely and succinctly in an article entitled "The Child, the Family and the Young Offender: Revolutionary or Evolutionary?" by B. J. Kahan. In the concluding paragraph he states,

> *It is not revolutionary to suggest that the full processes of the law are unnecessary to deal with many of the incidents of legal contravention by the young. It is a natural evolution from the recognition that an immature human being cannot be expected on all occasions to make mature judgements and act on them, even if he does "know right from wrong," particularly when his natural guides and mentors, his parents, have not been able to give him what is necessary for his proper development. It is also a reasonable corollary of recognizing that social inadequacy is more readily improved by constructive help than by community disapproval. Whether we finally use family councils or a family service or some other unspecified means as our method for dealing with the young who have been against the law, we are clearly and eventually going to recognize that our society does not need to crack all such nuts with a steam hammer.*[14]

It would have been easier not to have questioned the ambiguous Crime Commission Report and to have started with a definition of a Youth Service Bureau, whether that be the NCCD definition, what study staff would like to have believed was a Youth Service Bureau, or some other definition. However, convenience was not the charge of the study. The task was to pursue the development of the illusive Youth Service Bureau concept, and identify the organizations that have emerged under its imprecise definition. The following chapters describe how study staff went about that task and the results of their inquiry.

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[14] B. J. Kahan, "The Child, The Family and The Youth Offender: Revolutionary or Evolutionary?" *The British Journal of Criminology* 101-69 (1966) p 169

Chapter III

METHODOLOGY

Assumptions

The Crime Commission recommendation for Youth Service Bureaus set forth general purpose but was not specific in regard to operation or definition. This study did not impose any restrictions as to a single model or definition.

The National Study of Youth Service Bureaus utilized what Dr. John Martin labeled the "butterfly" survey method.[15] In the style of the true butterfly hunter, project staff searched for informed sources to identify projects believed to be youth service bureaus. If a governor, state planning agent, federal bureaucrat, or public agency thought a particular program was a YSB, staff attempted to catch up with it, examine it, and match it to other specimens with similar characteristics. Effort was not made to identify "the YSB." Instead, the project staff grouped programs with similar problems, goals, procedures and operations for serving youth either directly or indirectly as a way of trying to identify the elusive Youth Service Bureaus of the President's Crime Commission.

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[15] This analogy was contributed by Professor John Martin, Fordham University at the first meeting of the National Advisory Committee in Playa Ponce, Puerto Rico, December 16, 1971.

Initial Inquiries

The study began in late July 1971 with a National Census. Officials and agencies in 56 (fifty-six) states and/or territories were contacted. Over 300 inquiries were sent out to governors, state planning agencies, regional offices of the Federal Government, and state or local juvenile correctional agencies.

There was response from all 56 states and/or territories, with over 300 programs recommended as likely prospects for study. After screening out duplicates and other obvious non-programs (i.e. Boy Scouts, Little League, general YMCA programs, etc.) from the preliminary census, 272 questionnaires were sent out. The questionnaires were sent directly to the administrators of programs identified by others as youth service bureaus. Information accumulated gave an indication as to: 1) number and location; 2) auspices; 3) functions; 4) services; 5) types of cases served; 6) nature of services provided; 7) number of staff; 8) involvement of volunteers; 9) organizational structure; and 10) basis of financial support.

The Sorting Task

Questionnaires were mailed to 272 possible youth service bureaus. Ten of these programs were later found to be duplicates. The adjusted total for questionnaires mailed was 262. The net response was 222 out of 262 or 85%. Of the 222 responses, 198 questionnaires were completed with sufficient information for analysis. The remaining 24 acknowledged the questionnaire, indicating that it was inappropriate to their program or that they were no longer in operation. Two specialty programs from Washington, D.C., with funding in excess of two million dollars, dealt with employment and truancy. These programs were not included in the comparative figures although a few of the services provided did coincide with youth service bureau programs in other places. Both indicated that they did not categorize themselves as YSBs because they were highly specialized. The questionnaire response from Los Angeles County School District was in regard to a general counseling program for all youth in the school district. This program was also deleted for comparison purposes.

The remaining 195 programs were analyzed in terms of the questions asked and the responses made. Approximately 170 programs appeared to be significantly related to the Youth Service Bureau concept.

Residential treatment programs. Seven programs, mostly in Florida, with one in the Virgin Islands, were residential treatment programs for adjudicated delinquents and/or dependent children. In most cases they were group homes and served traditional correctional agency needs for residential care. One additional program, in North Carolina, was identified as a Juvenile Hall. In response to the question "Do you consider your program a youth service bureau?" these eight programs responded with five - yes, one - uncertain, one - no, and one - no answer.

The New York Youth Board. The New York programs offered the next dilemma. Questionnaires were mailed to 37 programs. There were returns from 26 and of these 24 operated under the auspices of the New York Division of Youth Services and were known as youth boards. The programs from the 11 locations not responding were also youth boards. Of the 24 youth board programs, 17 responded that they considered themselves youth service bureaus, four responded that they were uncertain and three responded that they were not.

These programs were most generous with written information and from all indications the youth board approach seems to represent an overall state-wide youth service system rather than youth service bureaus per se. The youth board in and of itself was usually a commission of citizens who make recommendations as to youth programs in the community, with funds from the state of New York. These funds amount to less than one dollar per year for each youth under the age of 18 years. The 24 programs responding represented a minimum of seven million dollars and involved three quarters of a million youth. All 24 responses listed coordination as a significant objective or function, and service rendered was usually to other agencies involved in youth development or delinquency prevention. The most frequently sponsored service is recreation although some boards emphasize information and referral services which try to put a youth in touch with a specific agency that can benefit his particular need; employment referral, drug information, etc. - which may be very much like youth service bureau represented in other areas. Much of the information reported by the board (i.e., number of clients served was often the total population) could not be compared due to its general nature.

Specialty programs. There were other specialized programs that responded. Some were close and some were considerably distant from the merging pattern of model youth service bureaus. There were three school-based programs which ranged from general counseling to those which specifically addressed themselves to school truancy and behavior problems.

There were also several programs which concentrated on indirect rather than direct service. In essence they worked with groups who worked with groups. There were about five such programs and these too varied in purpose from general welfare of youth to specific diversion from the juvenile justice system.

Another group of programs were housed within Police Departments or were police administered. There were seven such programs. Four considered that they were youth service bureaus, two considered that they were not, and one was uncertain.

There were also ten to twelve programs which created definitional problems. In these programs the main or principle interest was in such matters as supplementary probation supervision, recreation, employment, drug counseling and other specialties.

General Youth Service Bureau programs. The remaining 136 programs had similar characteristics in so far as having similar objectives (diversion from the juvenile justice system, delinquency prevention, youth and community development); target population (primarily youth between 10 and 18 and with special consideration to those in jeopardy of entanglement with the juvenile justice system) and a variety of services (including counseling, referral, individual casework, cultural enrichment activities). Even here, however, there was a great variation among these programs depending on the size and political nature of the community; different emphasis as to methods of delivering service, staff providing service, and the leadership of each program.

Although the study did not concentrate on following up only the general programs, they did represent the predominent trend in implementing the concept of Youth Service Bureaus.

National Advisory Committee

During the initial phases of the project a five man/woman National Advisory group was selected. In addition to geographical considerations and a diversity of experience and viewpoint, criteria for selection included: representation of a National Correctional Association, an academician involved with youth service bureaus, an active consultant to youth service bureaus, a representative of the American Bar Association, and at least one active director of a youth service bureau. The Advisory Committee selected consisted of Frederick Ward, Research Director, National Council on Crime and Delinquency; Richard Clendenen, Professor, University of Minnesota Law Schools; Josephine Lambert, Associate Professor, School of Social Work, Boston University; Daniel Skoler, Staff Director for Commssion on Corrections, American Bar Association; and Sister Isolina Ferré, Playa Ponce Youth Service Bureau, Puerto Rico.

As the questionnaires were returned from youth service bureau programs, a summary and an analysis of the data collected was prepared by the staff of the National Study. This in turn was mailed to the five members of the National Advisory Committee.

Program Selection

On December 15, 16 and 17, 1971, the National Advisory Committee, two representatives of the Youth Development and Delinquency Prevention Administration, Professor John Martin of Fordham University (Consultant to the Playa Ponce Youth Service Bureau), the Project Director and Associate Project Director met in Playa Ponce Puerto Rico. After intensive review of over 130 program summaries available in December, 1971, the National Advisory Committee selected 55 youth service bureaus for on-site inspection.

Staff of the project and the National Advisory Committee used the following criteria in selecting projects for on-site visits:

1. GEOGRAPHY: To the extent possible, programs operating throughout the west, mid-west, east, north and south were selected. Within these geographic areas, programs representing metropolitan, rural and suburban areas were also included.
2. COMMUNITY INVOLVEMENT: To what extent did public and private agencies, along with private citizens, support the identified program and to what extent were goups and individuals involved in planning and implementing the services offered?
3. PROGRAM: What were the services offered and what rationale existed for the specific services that had been developed for the given youth service bureau identified?
4. UNIQUENESS OF TARGET AREA: Was there something special about the target area? Did it represent some special problem, group or issue that was easily identified?
5. VISIBILITY: Was the program itself identified as an operating organization or was it simply a smaller part of some larger existing program? Did it have special organizational identity and the ability to command its own financial support?

The committee also reviewed and made suggestions regarding the development of a series of interview guides to be used during the On-Site visits.

Staff Selection

Immediately following the meeting of the Advisory Committee and selection of programs for further study, on-site staff from the Department of the Youth Authority was selected. Ten consultants with special experience and expertise were selected from a cross section of staff in the department.

Field Survey Methods and Proceedures

In March and April 1972, 35 programs were intensively studied with an additional 17 receiving less intensive review. An additional 6 programs were studied from June through August 1972 for a total of 58 on-site visits.

In order to obtain equivalent survey information from program to program, consultants followed precise procedures. These detailed procedures for the on-site visits included instructions for: 1) program and facility observation; 2) collection of written materials; 3) review of records; 4) interview with director; 5) interview with youth service bureau staff; 6) interview with clients; and 7) interview with citizens and other agency people (forms and guides in appendix). In addition, each consultant was encouraged to take a camera for photographs.

Example - A typical intensive youth service bureau program review required ten tape recorded interviews, a review of 15 records and the collection of specified written material. Prior to each interview procedures were reviewed. Each interview was conducted utilizing a set of prompter cards detailing the questions for discussion. The interviewee was given a single prompter card for each question as a guide and control while the interviewer asked the question verbally. At the end of the answer, the interviewer took the card from the interviewee, handed him the next one and repeated the procedure.

An interview with a program director took a minimum of an hour and a half. Interviews with staff took a minimum of 45 minutes. The number of staff interviewed usually corresponded with the number of program components. The same formula was used in regard to interviews with program participants.

Community resource interviews took a minimum of one half hour each and emphasis was on obtaining interviews from representatives of those agencies that referred to the bureau or in some manner had a direct relationship to it (for example: judges, chiefs of police, probation officers, etc.).

The records review information required a numerical selection of cases from youth in jeopardy of getting into the juvenile justice system. Case selection was made by dividing the total number of cases by 15 and utilizing this number as the interval at which to choose cases.

The data collected consisted of age, sex, ethnicity, school status, reason for referral, source of referral, service or type of program and frequency of contact.

Preparation of Reports

In preparing written reports, field consultants spent considerable office time listening back to tapes to summarize a detailed response to the questions asked. This information gave a cross reference on the background, experience and education of staff; their reasons for becoming involved in this particular program; how they described success for the young people referred to the program; discussion regarding the organization of the bureau, including the ausipces, managing board, involvement of volunteers; description of the program in so far as objectives, target area, primary service provided; what they saw as the most unique aspect of the program; functions of other staff in the program; the availability of staff in crisis situations; the restrictions or requirements of the program; relationships with probation, law enforcement, social service agencies, youth; how they handled labeling and stigmatizing, voluntary and involuntary referrals, and evaluation; plans for future funding; and most difficult problem of the program.

For program participants, questions emphasized type of referral problems; personal data; family background; participation in the program;

participant's view of relationships in the community; and suggestions for improvment of the program.

Each interview was recorded on special forms, using the interviewee's language as much as possible. On-site consultants then analyzed the store of information on each bureau and prepared a narrative report on each program visited. This narrative report was in two parts. Part I described the location, facility, staff, and clients, giving the report a sense of "where the program was at" and the "field" or style of the program. Instructions were to not have a "laundry list" of objectives and services but to emphasize how the objectives were achieved and how the services were delivered.

Part II of the narrative report was more formal and provided an overall picture. It addressed legal questions and issues such as where the program fit into the state plan. It described how others accepted the program philosophically and practically. It described data collected about cost in an effort to illustrate cost effectiveness. Finally field consultants used this report to draw conclusions about any impact the program might have had on diverting numbers of youth from the juvenile justice system.

The various responses of respondants contacted in the field visits were correlated with the mail-out questionnaires, interviews, and records reviewed. This information was then coded and transferred to data processing cards in order to determine further similarities, methods, and patterns of problems and operation. It is from this correlated information that the following report is made.

Chapter IV

OVERVIEW

Specific features of youth service bureaus (such as funding, auspices, staff, etc.) are discussed in depth in other chapters; it is the purpose of this chapter to provide a general overview of the programs. This is done from two points of view: 1) responses to mail-out questionnaires (including written material) and 2) on-site program observation reports.

MAIL-OUT QUESTIONNAIRE AND WRITTEN INFORMATION

Responses to mail-out questionnaires and other written material from programs provided general reference information as to different types of programs identified as youth service bureaus. Some of the residential treatment programs, youth board programs and specialty programs were like, or had many elements of, programs similar to general YSB programs, others did not. Emphasis of this section is in regard to the more typical programs.

Number of Youth Served

It is estimated that for an annual period in 1971-72, approximately 50,000 youth who were in immediate jeopardy of the juvenile justice system received direct services from approximately 140 bureaus. At least an additional 150,000 youth who were from the respective target areas, but not in immediate jeopardy of the juvenile justice system, were participants in the program also, for an overall minimum total of 200,000 youth per year participating in youth service bureau programs.

Typical Program

It is impossible to isolate the "average man." He can be described, discussed, and counted, but he is not exactly like anyone else. As a composite he is truly unique as well as imaginary. The same may be said of the "average" Youth Service Bureau. The following description is drawn from an analysis of approximately 195 written questionnaires and/or other information.

Typical programs had five to six full time staff and either had or were developing programs utilizing the services of volunteers, usually from one to 50 people. The annual budget was from $50,000 to $75,000. These programs had as their main objectives diversion from the juvenile justice system, delinquency prevention and youth development and considered providing direct service as their most important function with coordination and filling gaps in service next in importance.

Individual counseling and referral were the most important service for at least 75% of the programs responding. Other services appearing with a great degree of frequency were referral with general follow-up; family counseling; group counseling; drug problems; job referral;

tutoring and remedial education; recreation programs; medical aid; legal aid.

The most unique service described was immediate response to real problems and/or providing some specified service. Response with a high degree of community acceptance and cooperation was also mentioned frequently.

At least two thirds of the programs were located in an urban, core city or Model Cities neighborhood. Socio-economic conditions for the areas were usually considered lower income with a high crime rate, unemployment, and limited facilities most often noted The target group was most frequently cited as adolescents.

The estimated target area ethnic distribution of programs answering questionnaires was 25% predominately White; there were 15% of the programs predominately Black; and there were 5% of the programs predominately Latin. In addition, there were 20% of the programs mixed between Whites and Blacks; there were 10% of the programs mixed between Whites and Latins; there were 5% of the programs predominately Latin and Black; and 20% of the programs with most or all ethnicities represented.

The "typical" program provided intensive services for 350 cases per year; about 60% were male and 40% were female. The average age was 15.5 years. Primary sources of referral were school; law enforcement and self. The primary reasons for referral were "naughty" behavior, personal difficulties and some kind of professional services needs. Drug reasons were also frequently mentioned with arrest and property crimes next. Approximately 25% of the programs were open Monday through Friday for a total of 40 hours per week. The remaining 75% worked in excess of this, usually 41 to 72 hours from Monday through Friday including a schedule for some weekend work.

The evaluation component for programs ranged rather evenly between no evaluation component to a complete agency funded separate program.

ON-SITE VISITS

Program observation and narrative reports of on-site consultants tended to confirm earlier impressions gathered from the questionnaires about the nature of YSB programs. In conjunction with interviewing staff and visiting programs, the on-site consultants completed questionnaire forms regarding their overall observations and impressions of each bureau. A composite view of the 58 bureaus visited by the consultants follows:

Physical Setting

Overall, the physical facilities of Youth Service Bureaus tend to be in reasonable and useable condition. On a scale from one to five, on-site consultants rated physical facilities as shown in table 1.

Table 1

PHYSICAL FACILITIES - ON-SITE PROGRAMS

	Building		Furniture		Offices		Equpment	
	No.	-Percent	No.	-Percent	No.	-Percent	No.	-Percent
Excellent	12	20.7%	9	15.5%	8	13.8%	9	13.5%
Good	17	29.3	13	22.4	19	32.9	13	22.4
Average	17	29.3	22	37.9	17	29.3	23	39.7
Poor	10	17.2	11	19.0	11	19.0	10	17.2
Dilapidated	2	3.5	2	3.5	2	3.5	1	1.7
No Answer	-	-	1	1.7	1	1.7	2	3.5
TOTALS	58	100.0%	58	100.0%	58	100.1%	58	100.1%

The square footage of facilities tended to be between 500 and 2,000 square feet for 41% of the programs. There were 21% of the programs with less than 500 square feet, 15% of the Programs with 2,000 to 3,500 square feet, 7% of the programs with 3,500 to 7,500 square feet, 3% of the programs with over 7,000 square feet, 2% of the programs with over 20,000 square feet and 10% of the programs where it was not possible to give an estimate.

At least three quarters of the 58 programs visited had space available to provide privacy for interviews and about half of the programs had space for recreational, cultural enrichment, and educational activities.

Social Setting

The programs visited were located in a cross section of communities: 31% Urban areas; 28% Suburban areas; 25% Core city; and 15% Rural areas.

The physical conditions of the immediate neighborhood tended to be poor: 9% were Excellent; 16% were Good; 31% were average; 31% were Poor; and 14% were Dilapidated.

The socio-economic status of the residents was often mixed but tended to be low income: 5% Upper; 9% Upper-middle class; 24% Middle; 29% Lower-Middle; 33% Lower; and 3% no estimate.

The estimates regarding ethnicity are on the basis of consultants' observations, written material and verbal information. The location of the project office did not always reflect the target area ethnicity as the offices were often located in commercial districts or downtown areas. The approximate ethnicity of the program neighborhoods visited are shown in Table 2.

Over 50% of the programs observed serve neighborhoods of one predominant ethnicity while slightly less than 50% serve neighborhoods of mixed ethnicity.

Table 2

PREDOMINANT ETHNIC COMPOSITION OF TARGET AREAS OR NEIGHBORHOODS for 58 ON-SITE PROGRAMS

Ethnicity	Programs No.	-Percent
Predominantly White *	22	37.9%
Predominantly Black *	7	13.8
Predominantly Latin (Mexican-American or Puerto Rican) *	3	5.2
Predominantly other (Hawaiian, Filipino, Samoan) *	1	1.7
Black and White combined **	7	12.1
Latin with White	2	3.5
Latin with Black	2	3.5
White with mixture	8	13.8
Latin with mixture	3	5.2
Black with mixture	3	5.2
TOTAL	58	100.2%

* An area is considered predominant if over 90% is of one ethnicity.
** A combination is at least 20% of each ethnic group.

Character of Program

Consultants considered the physical setting and program content as it applied to the stated target group. Emphasis was on the accessibility and appeal of the program to the stated target group.

Physical accessibility of the program: A good portion of the programs, 43%, were within walking distance of the target group; 21% of the programs were within walking distance for a part of the target group. At least 33% of the programs could not be reached easily by public transportation. Some of the target areas had very little in the way of public transportation.

Working Hours

Over two thirds of the programs provided service over a 40 hour week:

15% were open 24 hours, 7 days a week.
21% were open days, evenings, and weekends.
28% were open regular weekdays and evenings.
12% were open 8 to 5 weekdays.
24% had weekday office hours (8 hours) and 7 days a week, 24 hour telephone service.

Paperwork

Paperwork at the time of intake is held to a minimum. For 19% of the programs there was none; for 46% little; for 10% a moderate amount; for 2% a great deal; and for the remaining 23% a variation of this.

First Impressions

In order to gain an understanding of how Youth Service Bureaus operated, consultants were asked to describe in their own words the typical reception of each program.

The initial impression made by staff on a stranger or on a client was generally accepting and open in 66% of the programs; in some instances friendly and eager to serve, 16% of the programs; casual, not necessarily friendly, 5%; and efficient, cool and businesslike, 14% of the programs.

Availability of Director

It was considered that the Director was available in crisis situations by phone and/or in person in at least 83% of the programs. It was felt that he was sometimes available by phone and in person in 14% of the programs; in 2% he was rarely available and in another 2% the question was not appropriate.

Relationships and Program Reputation

An assessment was made in regard to the program relationships with various elements of the community. The program reputation with official agencies as compared with reputations with youth was especially noted. The overall impression is that Youth Service Bureau programs are more popular with youth and clientele than they are with official agencies. With the exception of one or two programs, projects had favorable acceptance from courts.

Table 3 is a summary of program staff relationships with various types of agencies.

Characteristics and Appearance of YSB Staff

The age, sex, ethnicity and appearance of staff actually observed in the program was noted. Usually four or five staff were seen in each program.

For the most part staff observed were in their 20's and 30's; the sex and ethnic characteristics of staff were usually very mixed and reflective of the target area and clientele served. There were many variations of dress; however, general appearance was casual but neat attire.

Table 3

YSB STAFF RELATIONSHIPS WITH OTHER AGENCIES - 58 PROGRAMS - 1971-72

	Law Enforcement		Courts		Probation		Schools		Social Service		Youth-Genrl.		Youth-Partic.	
	No.	-Percent	No.	-Percent	No.	-Percent	No.	-Percent	No.	-Percent	No.	-Percent	No.	-Percent
Excellent	29	22.3%	58	44.6%	50	38.5%	48	37.0%	49	37.7%	38	29.2%	79	60.8%
Good	39	30.0	52	40.0	46	35.4	29	22.3	50	38.8	68	52.3	34	26.1
Average	30	23.1	10	7.7	13	10.0	10	7.7	17	13.7	10	7.7	4	3.1
Good/Bad	9	6.9	-	-	2	1.5	-	-	-	-	-	-	1	.8
Poor	13	10.0	3	2.3	5	3.8	6	4.6	-	-	-	-	-	-
Very Poor	2	1.5	-	-	2	1.5	4	3.1	-	-	-	-	-	-
No Answer	8	6.2	7	5.4	12	9.2	33	25.4	14	10.8	14	10.8	12	9.2
TOTALS	130	100.0%	130	9919%	130	99.9%	130	100.1%	130	100.0%	130	100.0%	130	100.0%

Characteristics and Appearance of YSB Clientele

The clientele was also observed and it was noted that the participants were in their teens; the number of boys and girls was about even; the ethnic characteristics were reflective of the target area. The dress was characteristic of styles today, including long hair, afros, and bell bottom trousers.

Services

Over 85% of the programs offered some form of counseling, individual, family, or group. Very often this seemed to lead to other kinds of assistance such as tutoring, 38% of the programs; employment placement, 17% of the programs; housing, 12% of the programs.

Other forms of service included recreation components in 33% of the programs and cultural enrichment activities in 9% of the programs.

Indirect services such as coordination, research, systems modification and community organization were evident in approximately 80% of the programs visited and in approximately 10% of these programs it was the principle if not the exclusive strategy.

Uniqueness

Unique program features tended to be individualistic; however, the program features most frequently mentioned had to do with the motivation, enthusiasm and imput of staff, 14% of the programs; extensive and special use of volunteers, 17% of the programs; the flexibility and non-traditional nature of program, 9% of the programs; and cooperation among agencies, 5% of the programs.

Problem Areas

Of the 58 programs visited (and we have reason to believe other programs also), funding was by far the most frequently mentioned problem. Approximately one third of the programs considered this the most difficult problem.

Approximately 10% of the programs considered relationships with the police as a difficult problem. Other problem areas mentioned were quite individualistic, such as public transportation, emergency shelter, legal identity, and getting jobs for youth.

Evaluation

The typical program submits periodic reports to its funding source and is monitored by their representative. Less than 30% of the programs visited had a significant, complete, agency funded evaluation component; 30% had no evluation component at all; and the remining 40% had potential, but were not developed. In essence, evaluation plans varied a great deal from state to state and from program to program.

Chapter V

ESTABLISHMENT

Relationship with the "power structure" or "establishment" has a significant influence as to the nature and comprehensiveness of a program. There are two major factors in this regard: 1) the organization's relationship and access to power, whether this is through government, big business, the church, or other major social institution; and 2) the adequacy of funding.

PATTERNS OF ORGANIZATION

The Organization of Youth Service Bureaus ranged from a one man or one woman enterprise and a few volunteers to being a sizeable unit of government. Undoubtedly, a part of the reason for this range of organizational pattern is due to the various interpretations given to the President's Crime Commission Report about what constitutes a Youth Service Bureau. However, it also reflects the needs, resources, attitudes, and priorities of the community and different levels of government and funding sources.

Auspices

The matter of auspices has been a point of considerable discussion regarding Youth Service Bureaus. There are those who argue that it should be a public agency, closely identified with government; there are those who argue for a private agency, independent of government; and there are those who seem to prefer some compromise between the two absolute extremes. The commonly accepted definition of auspices is, "favoring influence or patronage, i.e.. under the auspices of State Department of." In examining the mail-out questionnaires and relating to answers of programs visited, it was found that 24% named the funding source as the auspices, 28% named some jurisdiction of local government, 6% cited state government, 6% indicated a private entity, 8% named a multiple source such as the funding source and the court, 4% named the managing board, 12% named some other source such a community group, and 12% gave no answer.

During field interviews, other questions regarding agency/organization tended to provide a clearer picture of the institutions and individuals that influenced the operation of the programs. In regard to auspices, most often the funding source is named along with the hierarchy of government, private organizations, and managing boards.

An examination of proposals for grants revealed many combinations of official auspices. In addition to the funding source, it is possible to have an applicant agency, a delegate agency, an implementing agency, and a financial agency, all different or in various combinations. The reason for these different combinations appears to relate to type of implementing agency. The title and the written information about programs does not always reveal whether the implementing agency was private or a part of government. Therefore, an analysis of the sample programs was made and is reported in Table 4.

Table 4

ON-SITE
IMPLEMENTING AGENCIES

Type of Agency	Numbers	Percentage
Private	26	44.8%
City	16	27.6
County	9	15.5
School District	2	3.5
Regional Government	2	3.5
State Government	3	5.2
Total	58	100.0%

Implementation by a private agency seems to require the greatest variety for funding. In some instances, the funding goes to the private agencies directly. In half of the cases, some unit of local government was involved (usually by having a private agency contract to provide the service).

Management and Citizen Participation

Regardless of the type of implementing agency, most of the Bureaus visited had some form of citizen participation, either as a managing board or as an advisory board. Some of the programs implemented by local units of government set policy and functioned in much the same manner as programs operating under an incorporated group.

Table 5 Examines the status and kinds of groups in connection with citizen participation. Citizen boards took two forms. One was a regulatory and policy-making board (managing board) and the other was an advisory board. In over 50% of the programs, the managing board was directly a part of the Youth Service Bureau organization.

Just under half the time, the governing body was a level or two removed from the program and is indicated on Table 5 as extended management, i.e., within the framework of a larger governmental or private organization.

Most boards (84.5%) had some citizen participation among managing or advisory boards. This general citizen participation is equally divided between managing and advisory functions.

Youth Participation

Table 5 shows that close to 60% of the programs had boards with youth participation; however, it is noted that youth participation leans toward an advisory capacity. There were two programs (Relate, Wayzata, Minnesota; and Youth Advocacy, South Bend, Indiana) which had youth as a majority on the managing board.

Table 5

YOUTH SERVICE BUREAU BOARDS

STATUS OF GOVERNING BODY	Number	Percent
Managing board	18	31.0%
Managing and advisory board	13	22.4
Extended management	7	12.1
Extended management and advisory board	20	34.5
TOTAL	58	100.0%

CITIZEN PARTICIPATION ON BOARD	Number	Percent
Managing board only	23	39.7%
Advisory board only	23	39.7
Managing and advisory board	3	5.2
None	9	15.5
TOTAL	58	100.1%

YOUTH PARTICIPATION ON BOARD	Number	Percent
Managing board only	12	20.7%
Advisory board only	17	29.3
Managing and advisory board	5	8.7
None	24	41.4
TOTAL	58	100.1%

COMPOSITION OF BOARD	Number	Percent
Agencies, citizens and youth	23	39.7%
Agencies and citizens	9	15.5
Citizens and youth	7	12.1
Citizens only	7	12.1
Agencies only	4	6.9
Agencies and youth	1	1.7
Agencies, influencial citizens and youth advisory	3	5.2
Extended management only	4	6.9
TOTAL	58	100.1%

The most frequent type of managing or advisory board composition consisted of a mixture of agencies, citizens and youth (Table 5).

Although community participation on boards is extensive, and frequently decisions are made by majority vote, about half of the boards are controlled by some member or members. In several cases, these control forces were outside the board. Often, the controlling member is an officer of the board, but it could also be an individual or individuals influential in appointing the board or the Youth Service Bureau itself.

Power Base:

A critical examination of auspices, organizational structure and whether or not the program has a Managing Board indicates that whatever it is called, there is a base of power which has significant influence on the goals, direction and functions of each Bureau as well as whether or not it is funded. For example, if a program is within the hierarchy of a private organization, such as the Boys Club or YMCA, it is likely that such programs would have a recreational component, group activities; short-term living arrangements. In programs with a court or, more specifically, a judge sponsoring the program, it would not be unusual that it offer alternatives to the court both before and after adjudication on any matter. It would not be unlikely that such a program would develop in accordance with some favorite program approach such as placement, summer camp;

surveillance. If a program is sponsored by a school district, it would not be unusual that the program emphasize tutoring with a goal to reducing dropouts.

Complexity of Program Administration

Whether the implementing agency is public or private, it is impossible not to be impressed at the number of layers of government organizations and individuals between those receiving the service and the funding source. For example, it is possible for a single program to be receiving funds from four federal sources (L.E.A.A., H.E.W., Model Cities, and the Labor Department) - all with different funding dates. This program may also have several political entities at the local level as well as the state level for approval of cash and "in kind" match in order to obtain the federal funds. This is in addition to advisory groups, organizations, managing boards, and informal influences of groups and of powerful individuals. These various individuals and groups may not have the same objectives as the funding source, let alone have the same objectives as the layers of government between them; and, last but not least, they may not have the same idea of service needs as the people who are the "target population." It becomes clear that the program directors are serving many masters.

In order for the program to exist, it must meet the criteria set down by the funding source. In order for the project director to survive, he often must satisfy the managing board. The theoretical reason for having a managing board is to assure local participation and a responsive program; however, the practical reason is that it is generally a requirement of the funding source. A grass roots board may indeed have program ideas; however, it has little clout with funding sources to obtain sustaining income. On the other hand, blue ribbon boards may know little about programs, but they may have considerable influence in obtaining funding. Probably the best example of having both is the program in Playa Ponce Puerto Rico. This project has a private corporation as a managing board to guarantee that funds are received legally and that the books are audited. They might meet once or twice a year for this purpose. The action group is actually an advisory board which is concerned with program activities and methods of implementation. This board has no formal power but considerable influence. It is composed not only of agency representatives and influential people, but of a cross-section of people in the community including youth and staff who live in the target area.

Another different but effective management approach is that found in the City of San Antonio, where the Youth Services Project is within regular city channels responsible to the city council. The project relates to several advisory groups including the Youth Services Board of the City's Youth Services Division. The input is from existing citizen groups rather than a group specifically designated for the Youth Services Project. In this instance, the line of authority is clear and the advisory capacity of the citizen groups is clear.

FUNDING

A discussion of Youth Service Bureaus is hardly possible without examination of funding. It is an understatement to comment that funding fluctuates and is uncertain. For the most part programs are dependent on Federal funds for primary support and local resources for "inkind" services. Programs are often beholden for funds from sources where the representatives are their severest critics and competitors for the available money.

Although there was no official "time study," it is apparent that staff spend considerable time in matters relating to funding. While in other agencies the question is a matter of how much money, for Youth Service Bureaus it is a matter as to whether there will be a program or not. Funding seems to have become increasingly difficult for Youth Service Bureau programs as the funding sources become more institutionalized. When the Omnibus Crime bill and Juvenile Delinquency bill money first became available there was a search for new and innovative programs. The Youth Service Bureau idea captured the imagination and since it could be set up in a short period of time, provided visibility of action. It also became one route to obtain funding. Although more Omnibus Crime bill money has become available, state criminal justice planning agencies now tend to give more priority to adjudicated cases of delinquency and programs of rehabilitation which diminishes the resources available for prevention. In addition, the more traditional police, judicial and correctional programs have become acquainted with the procedures for submitting funding requests. These procedures have also become more sophisticated and it becomes increasingly difficult to obtain funds for programs which, however subtly, challenge the established governmental agencies.

Sources

Tables 6 and 7 show programs by the amount of money each funding source contributed.

Table 6 shows that of 188 programs responding to the question regarding funding, 155 had some Federal funding. The most significant source of funding was from the Law Enforcement Assistance Administration which invested in 135 of the 155 programs. The Department of Health, Education and Welfare contributed funds to 27 programs; Model Cities gave funds to 24 programs; and the Office of Economic Opportunity had funds in 3 programs and the Department of Labor had funds in 1 program. In four instances programs had funding from three separate Federal agencies, i.e. L.E.A.A., H.E.W., and Model Cities. In three instances H.E.W. and L.E.A.A. combined funds; in three instances H.E.W. and Model Cities combined funds; in two cases L.E.A.A. and the O.E.O. combined funds; and in one case O.E.O. and the Department of Labor combined funds. In 13 instances programs were funded by both L.E.A.A.

Table 6

SOURCE OF FUNDING . 188 PROGRAMS RESPONDING TO MAIL-OUT QUESTIONNAIRE . 1971-1972

Source	Amount	Number Funded	% of Total Prgrms
L.E.A.A.	$9,188,537	135	71.8%
H.E.W.	2,847,870	24	12.8
Model Cities	1,315,141	23	12.1
O.E.O.	71,044	3	1.6
Labor	95,000	1	.5
Federal Total	13,517,592	155	83.5
State Total	2,769,397	43	22.9
Local Total	7,228,835	165	87.8
Total Funding	$23,515,824	188	

Table 7

SOURCE OF FUNDING OF ON-SITE PROGRAMS
Spring 1972

Source	Amount	Number Funded	% of Total Prgrms
L.E.A.A.	$2,774,710	44	75.8%
H.E.W.	1,984,742	13	22.4
Model Cities	605,229	11	19.0
O.E.O.	29,000	1	1.7
Federal Total	5,393,681	55	94.8
State Total	223,729	6	10.3
Local Total	2,456,206	53	91.4
Total Funding	$8,073,616	58	

and Model Cities, but usually with Model Cities being used as match to obtain L.E.A.A. funds. In 101 cases L.E.A.A was the single source of Federal funding. State funding was reported in 43 different programs. In 28 of these programs, the State funding was the primary source and was in the form of a cash grant. This picture of State supported programs is skewed in that New York accounts for 24 such programs. Of the 188 programs responding, 165 have some form of local support (County, City, other local governmental support and private sources). In 63 instances this was in the form of in-kind support, 51 instances in matching cash, and the remaining 41 either unspecified or a combination of in-kind and cash.

Table 7 is similar to Table 6. It shows the number and percentage of programs and amount of money from each funding source of programs visited. It is possibly more representative as a cross section of the funding picture throughout the United States. Approximately 95% of the programs reviewed had some form of Federal funding, with the Law Enforcement Assistance Administration contributing to the greatest number of programs.

Amount

Table 8 provides information as to the amount and source of money for 188 programs reporting. It shows the participation of Federal

Table 8

AMOUNT AND PERCENTAGE OF FUNDING FROM DIFFERENT SOURCES . 188 PROGRAMS RESPONDING TO MAIL-OUT QUESTIONNAIRE . 1971-1972

Source	Amount	% of Fed. Money	% of Total Money
L.E.A.A.	$9,188,537	67.8%	39.1%
H.E.W.	2,847,870	21.0	12.1
Model Cities	1,315,141	9.7	5.5
O.E.O.	71,044	.5	.3
Labor	95,000	.7	.4
Federal Total	13,517,592	99.7%	57.5%
State Total	2,769,397	-	11.8%
Local Total	7,228,835	-	30.7%
Total Funding	$23,515,824	99.7%	100.0%

Table 9

AMOUNT AND PERCENTAGE OF FUNDING FROM DIFFERENT SOURCES . ON-SITE PROGRAMS Spring 1972

Source	Amount	% of Fed. Money	% of Total Money
L.E.A.A.	$2,774,710	51.3%	34.4%
H.E.W.	1,984,742	36.7	24.6
Model Cities	605,229	11.2	7.5
O.E.O.	29,000	.6	.4
Federal Total	5,393,681	99.8%	66.9%
State Total	233.729	-	2.8
Local Total	2,456,206	-	30.4%
Total Funding	$8,073,616	99.8%	100.1%

sources as well as state and local sources as they appeared during the Spring of 1972. If anything, the figures are an over-estimation because they take into account many different types of programs.

The significant fact is that there is less than fifteen million dollars (actual numbers, $13,517,592) from all Federal sources to implement what was considered to be one of the more innovative recommendations of the President's Crime Commission Report.

Table 9 deals with on-site visits and is more representative in terms of porportions of money and programs from both Federal, State and local sources.

Table 10 provides information as to the amount of money expended by the respective funding sources per program. It is notable that the Law Enforcement Assistance Administration supports programs at a rate of less than $50,000 per year more than 50% of the time (23.7% of the time under $25,000). The Department of Health, Education and Welfare supported programs 75% of the time at a rate of over $50,000. Model Cities has a pattern similar to the Law Enforcement Assistance Administration. The Office of Economic Opportunity and the Department of Labor involvement is reported in only a few programs.

Table 10

AMOUNTS INVESTED ANNUALLY BY FEDERAL FUNDING AGENCIES PER PROGRAM
From Programs Responding to Mail-Out Questionnaire . 1971-1972

Funding	L.E.A.A		H.E.W.		Model Cities		O.E.O.		Labor	
Category	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
$ 0- 24,999	32	23.7%	2	8.3%	6	26.1%	1	33.3%	-	-
25- 49,999	40	29.6	4	16.7	7	30.4	2	66.7	-	-
50- 74,999	21	15.6	6	25.0	4	17.4	-	-	-	-
75-99,999	19	14.1	1	4.2	3	13.0	-	-	1	100.0%
100-124,999	4	3.0	1	4.2	-	-	-	-	-	-
125-149,999	7	5.2	1	4.2	2	8.7	-	-	-	-
150-174,999	2	1.5	-	-	-	-	-	-	-	-
175-199,999	4	3.0	3	12.5	-	-	-	-	-	-
200-224,999	1	.7	3	12.5	-	-	-	-	-	-
225-249,999	-	-	-	-	-	-	-	-	-	-
250-274,999	1	.7	1	4.2	-	-	-	-	-	-
275-299,999	-	-	1	4.2	1	4.3	-	-	-	-
300-324,999	2	1.5	1	4.2	-	-	-	-	-	-
325-349,999	-	-	-	-	-	-	-	-	-	-
350,000 +	2	1.5	-	-	-	-	-	-	-	-
TOTALS	135	100.1%	24	100.2%	23	99.9%	3	100.0%	1	100.0%

Table 11 deals with Federal funding of on-site programs. It is significant in that it was representative of the funding situation for programs throughout the United States during the Spring of 1972. The rate of funding per program is re-emphasized. The Law Enforcement Assistance Administration supports programs at a rate of less than $50,000 per year - 59.1% (25% under $25,000 and nearly 85% of the time under $100,000). In this limited sample the Department of Health, Education and Welfare supported programs 68% of the time at a rate of over $50,000. Again, the Model Cities pattern was similar to Law Enforcement Assistance Administration and the Department of Labor had money in only one program.

Table 12 shows the total budget funding in categories. It seems significant that 29.8% of the programs have a total annual budget of less than $50,000 and that over 60% of the programs have an annual budget under $100,000. There is some skewing as four of the programs with funding over $350,000 are New York Youth Boards.

Table 13 is similar to Table 12 but shows the total budget funding in categories for on-site programs. The distribution is probably more representative than in Table 12. It still shows, however, that 29.3% of the programs have funding under $50,000 and 61.7% have funding under $100,000.

Table 11

AMOUNTS INVESTED ANNUALLY BY FEDERAL FUNDING AGENCIES PER PROGRAM
From Programs Receiving On-Site Visits . Spring of 1972

Funding	L.E.A.A.		H.E.W.		Model Cities		O.E.O.	
Category	No.	Percent	No.	Percent	No.	Percent	No.	Percent
$ 0- 24,999	11	25.0%	-	-	2	18.2%	-	-
25- 49,999	16	36.4	2	15.4%	4	36.4	1	100.0%
50- 74,999	4	9.1	3	23.1	1	9.1	-	-
75- 99,999	6	13.6	-	-	2	18.2	-	-
100-124,999	2	4.5	1	7.7	-	-	-	-
125-149,999	1	2.3	-	-	2	18.2	-	-
150-174,999	2	4.5	-	-	-	-	-	-
175-199,999	1	2.3	2	15.4	-	-	-	-
200-224,999	-	-	2	15.4	-	-	-	-
225-249,999	-	-	-	-	-	-	-	-
250-274,999	-	-	1	7.7	-	-	-	-
275-299,999	-	-	1	7.7	-	-	-	-
300-324,999	-	-	1	7.7	-	-	-	-
325-349,999	-	-	-	-	-	-	-	-
350,000 +	1	2.3	-	-	-	-	-	-
TOTALS	44	100.0%	13	100.1%	11	100.1%	1	100.0%

Table 12

TOTAL ANNUAL BUDGET PER PROGRAM . PROGRAMS RESPONDING TO MAIL-OUT QUESTIONNAIRE 1971-1972

Funding Category	Total Budget	Percent of Program
$ 0- 24,999	19	10.1%
25- 49,999	37	19.7
50- 74,999	36	19.1
75- 99,999	23	12.2
100-124,999	11	5.9
125-149,999	13	6.9
150-174,999	10	5.3
175-199,999	4	2.1
200-224,999	5	2.7
225-249,999	3	1.6
250-274,999	5	2.7
275-299,999	3	1.6
300-324,999	6	3.2
325-349,999	2	1.0
350,000 +	11	5.9
TOTALS	188	100.0%

Table 13

TOTAL ANNUAL BUDGET PER PROGRAM . ON-SITE PROGRAMS Spring 1972

Funding Category	Total Budget	Percent of Program
$ 0- 24,999	4	6.9%
25- 49,999	13	22.4
50- 74,999	11	19.0
75- 99,999	2	3.4
100-124,999	4	6.9
125-149,999	6	10.3
150-174.999	5	8.6
175-199,999	1	1.7
200-224,999	-	-
225-249,999	-	-
250-274,999	4	6.9
275-299,999	1	1.7
300-324,999	4	6.9
325-349,999	1	1.7
350,000 +	2	3.4
TOTALS	58	99.8%

Suggestions for Improvement and Comments Regarding Funding

If Youth Service Bureaus are to be seriously considered as either an alternative or substitute for processing in the Juvenile Justice System, they will need a more permanent and stable source of funding on a multiple year basis. Federal funding whether by revenue sharing, revenue source sharing or some other unnamed method needs to be seriously considered.

The argument used by Federal funding sources to date in regard to year-to-year financing has to do with providing "seed money." The claim is that local communities know that the money is given conditionally on the basis that financing will be assumed by local government. It is implied that any intent to do otherwise is not quite honest on the part of the local community. This amounts to year-to-year funding which has proved not only unrealistic but sometimes extremely destructive. Using the "seed" theory, consider giving "seed" to a person who lives on arid land. He needs more than seed. In fact he would be foolish to put seed into the soil without assurance of water and soil nutrients. It makes better sense to eat the seed and live a while longer; and yet on the next offer of seed this person would be foolish not to accept.

Chapter VI

YOUTH SERVICE BUREAUS IN ACTION

Frequently we hear or read the words of authorities as to what a program should be. This information may or may not bear a resemblance as to what programs are or what the people involved want them to be.

PROFILES OF INDIVIDUALS INVOLVED IN PROGRAMS

The staff of the youth service bureaus are to a great extent the programs of the youth service bureaus. Yet, staff are only a part - Volunteers, the client, related agencies, public officials, etc. contribute still another factor in the human equation that in sum makes up a youth service bureau. The following material gives some clues as to the human factors that contribute so much to programs.

Youth Service Bureau Directors

The wages are low and the work is hard. The very nature of the job requires an individual who is talented in many areas. The most successful programs have directors who are involved in many facets of activity. The "total Administrator," "total public relations person," or "total case worker" tend to have problems - even beyond obtaining funding. In a few instances there was evidence of a team effort, where one person, keeping a low profile, attended to matters of a political nature (power base of community, funding maneuvering, administrative hierarchy problems) and another person attended to implementation of program. This was the exception, however.

Perhaps no group brings more energy, training, character and experience to the fledgling YSB programs than the project directors. They are key people and their talents are needed; yet, the majority of programs are not only in danger of going out of business but also of losing leadership due to the uncertain funding future.

The active program leaders were interviewed at each of the 58 programs reviewed. For the most part their working title was Project Director but a few were known as Administrators, Assistant Directors or Coordinators.

Personal characteristics. Table 14 shows the age, sex and ethnicity of directors who were interviewed.
The age range was between 24 and 65, with the emphasis on youth. The median age was 33 years. Women, men and all ethnicities were in this key position.

Education. Education ranged from the 11th grade in high school to advanced training at the college level. More than 80% of the program leaders had an AB degree or better, including 19 with Masters Degrees and 3 with Ph.D's (see Table 15).

Table 14

DIRECTORS' CHARACTERISTICS

Age - Sex - Ethnicity

AGE	Number	Percent
20-24	1	1.7%
25-29	15	25.9
30-34	16	27.6
35-39	11	19.0
40-44	6	10.3
45-49	3	5.2
50-54	3	5.2
55-59	2	3.5
60-64	-	-
65-	1	1.7
	58	100.1%

SEX	Number	Percent
Male	48	82.8%
Female	10	17.2
	58	100.0%

ETHNICITY	Number	Percent
Caucasian	41	70.7%
Black	8	13.8
Mexican American	5	8.7
Puerto Rican	1	1.7
West Indian	1	1.7
Oriental	2	3.5
	58	100.1%

Table 15

DIRECTORS' CHARACTERISTICS

Salary - Education

SALARY	Number	Percent
$23,000 - 24,999	1	1.7%
21,000 - 22,999	1	1.7
19,000 - 20,999	1	1.7
17,000 - 18,999	2	3.5
15,000 - 16,999	7	12.1
13,000 - 14,999	4	7.0
11,000 - 12,999	22	38.0
9,000 - 10,999	13	22.4
7,000 - 8,999	4	7.0
5,000 - 6,999	3	5.2
	58	100.3

EDUCATION	Number	Percent
11th grade	1	1.7%
High school graduate	1	1.7
1 year college	1	1.7
2 years college, (A.A. degree)	4	7.0
3 years college	1	1.7
4 yr.college (B.A./B.S.degree)	22	37.9
Bachelors + yr./more grad.work	2	3.5
Masters degree	19	32.9
Masters + yr./more grad.study	2	3.5
Ph.D. degree	3	5.2
No answer	2	3.5
	58	100.3%

Previous occupation. The previous occupations of Directors covered a wide range, from career Administrator to student. For the most part previous occupation was related to some type of social service. The most frequently mentioned previous occupations were Probation Officer, 10; and Clergy, 6.

Salary. Salaries ranged from under $6,000 per year to $24,000 per year, with the median salary approximately $12,000 (see Table 15).

Working hours. More than 80% of the Directors worked in excess of a 40 hour week on a regular basis and in addition were on call for emergencies.

Type of work. The main work of Directors consisted of administration, but also included staff supervision, inter-agency liaison and coordination, public relations, and casework with clients. In addition, many spent a considerable amount of time in grant writing and other work relating to the financing of the project.

Initial involvement. Of the directors, 25% became involved in the bureau as a result of other activities such as their jobs or outside interests and 25% either wrote or helped to write the proposal for funding the project. The creation of a job opening by the project's intitation led to the involvement of 40% of the directors in youth service bureaus.

Youth Service Bureau Staff

The staff of Youth Service Bureaus are unusual. Whether they be young or old, academically or street educated, male or female, black, white, brown or yellow, it is an understatement to describe them as not being representative of traditional social agency staff. They are people of contrast learning from one another; the school educated and street educated learn from each other; the young and old learn from each other.

The typical manner of dress is neat and casual but with a ring of youth and the times. The style of talking with people is straightforward and without the nonsense language of bureaucracy. These people maintain the principle contact with clientele. They "meet the client where he is;" they do it as it has never been done before. Most of the time this is effective in working with clientele; however, on occassion, it leads to misunderstanding and misinterpretation by some public officials and more traditional and established public agencies. The program strength is also a program problem.

The 58 programs visited had over 400 staff in addition to the directors. Consultants recorded interviews with a total of 130 staff from 42 programs. The job titles of staff varied widely but at least 30%

were counselors or case-workers; 13% were youth workers; 13% were coordinators with the remainder having a variety of jobs and titles.

Personal characteristics. Table 16 shows the age, sex and ethnicity of staff. The age range was from 15 years to over 60, with the median age at 27 years. The group interviewed was most heterogenous as to sex and ethnic background.

Education. Education ranged from the 9th grade in high school to advanced college training. More than 65% had an AB degree or better, including 26 individuals with Masters Degrees and 5 with Ph.D's (Table 17).

Previous occupation. The previous occupations of staff covered a wide range. The most frequently mentioned occupations were welfare workers; probation officers; teachers; retail sales; and unemployed.

Salary. Salary ranged from under $3,000 per year to over $19,000 per year. The median salary was between $7,000 and $9,000 per year (Table 17).

Working hours. More than 50% of the staff worked in excess of a 40 hour week on a regular basis.

Table 16

STAFF CHARACTERISTICS

Age - Sex - Education

AGE	Number	Percent
15-19	1	.8
20-24	43	33.1
25-29	39	30.0
30-34	23	17.7
35-39	11	8.5
40-44	5	3.8
45-49	5	3.8
50-54	2	1.5
55-59	-	-
60-64	1	.8
65+	-	-
Totals	130	100.1%

SEX	Number	Percent
Male	86	66.1%
Female	44	33/8
Totals	130	99.9%

ETHNICITY	Number	Percent
Caucasian	73	53.8%
Black	34	26.1
Mexican-American	10	7.7
Puerto Rican	7	5.4
East Indian	1	.8
American Indian	1	.8
Filipino	1	.8
Oriental	2	1.5
No Answer	1	.8
Totals	130	100.1%

Table 17

STAFF CHARACTERISTICS

Salary - Education

SALARY	Number	Percent
$17,000 - 18,999	4	3.1%
15,000 - 16,999	6	4.6
13,000 - 14,999	7	5.4
11,000 - 12,999	18	13.8
9,000 - 10,999	18	13.8
7,000 - 8,999	36	27.7
5,000 - 6,999	20	15.4
3,000 4,999	10	7.7
To $3,000	5	3.8
No Answer	6	4.6
Totals	130	99.9%

EDUCATION	Number	Percent
9th grade	1	.8
High school graduate	13	10.0
1 year college	4	3.1
2 years college, (A.A.degree)	11	8.5
3 years college	12	9.2
4 yr.college (B.A./B.S.degree)	49	37.7
Bachelors + yr./more grad.work	3	2.3
Masters degree	29	22.3
Masters + yr./more grad.study	1	.8
Ph.D.degree	6	4.6
No Answer	1	.8
Totals	130	100.1%

Type of work. The primary work of staff interviewed involved counseling, casework and intake (40% of the time); supervisory duties (20% of the time); program advocacy and development (6% of the time); and research (5% of the time).

Initial involvement. Most of the staff interviewed were either hired by the Director or parent agency with a few starting as volunteers. The main reasons they got started in the program usually had to do with an interest in the general field and the community based nature of the youth service bureau program.

Community Resources

Community resource persons were those individuals in the community who had reason to come in contact with the work of the program in a variety of ways. A total of 113 recorded interviews were conducted with regard to 36 programs in 28 states. The intention was to have a cross section of viewpoints from people who have knowledge of the program but are away from the center of activity, as would be the case with staff or program participants. As might be expected there were some differences in perception.

Characteristics of community resource interviewees. There were 85 males and 27 females interviewed. Table 18 shows the occupation of interviewees. There is a rather representative distribution of

Table 18

COMMUNITY RESOURCE CHARACTERISTICS
Occupations of Interviewees

	Total No.	-Percent	Males	Females
Judge	8	7.1%	7	1
Judicial related, Probation	28	24.8	20	8
Police and Sheriff Departments	21	18.6	17	4
School related interviewees	20	17.7	16	4
Social service agency, local, state federal	25	22.1	18	7
Other: Church, M.D., Attny, Homemaker, Small businessman	11	9.7	6	5
Totals	113	100.0%	84	29

Interviewees Relationship with the Program

How Related	Total No.	-Percent	Males	Females
CITIZEN of community, knows of prog. on Board, help on proposal, volunteer, consultant	23	20.4%	14	9
ADMINISTRATOR of agency which encompasses the YSB	6	5.3	6	-
YOUTH SERVING AGENCY referring to and receiving referrals from YSB	21	18.6	14	7
SCHOOL officials, referral source	17	15.0	13	4
POLICE officials, referral source	18	15.9	15	3
PROBATION officials, referral source	16	14.2	11	5
JUDGE with Court contact of juvenile	5	4.4	4	1
JOB DUTY, as in-kind or match	7	6.2	7	-
Totals	113	100.0%	84	29

officials from the court, law enforcement, probation, schools, social service agencies and a variety of citizens at large who had a connection with the program; including physicians, lawyers, businessmen, and homemakers.

Involvement in program. Table 18 shows how interviewees were related to program. Approximately 70% of the interviewees were with organizations that made referrals to the program; approximately 10% considered involvement with the program as a part of their job; 20% had a connection as citizens who helped initiate the program, were members of the managing board, an advisory committee, or became involved as a result of seeking information about alternatives to the juvenile justice system.

Volunteer Participation

Volunteers were not interviewed as a group; however, several of the Community Resource interviewees turned out to be volunteers and the impact of this group was indicated throughout the study. Volunteers are an integral part of the youth service bureau movement. In several programs they provided the majority of services. For example, Youth Services of Tulsa, Inc., in Tulsa, Oklahoma, volunteers formed the main service component and staff members functioned to coordinate and aid them. Other bureaus in which volunteers provided the majority or a significant portion of services include: Scottsdale, Arizona; Palatine, Illinois; Columbus, Ohio; El Paso, Texas; Manteca, California.

Number of volunteers. Of the 58 bureaus studied, 51 or 87.9% had some form of volunteer participation. Where volunteers could be numerically determined (40 bureaus), some 1,683 were active at the time of on-site visits. The number of volunteers ranged from one to 130 per bureau, with an average of 33 among bureaus utilizing volunteers.

Source. College students were probably the most significant source of volunteers, followed by professionals. A significant number of high school students were also used as volunteers. Beyond that were parents, neighbors, homemakers, former clients and other interested parties.

Expertise and training. Expertise or training was also a significant factor regarding the use of volunteers. Nine bureaus provided some form of intensive training program. Five used volunteers who were in the social service field. Six bureaus used professionals (doctors, lawyers). Five bureaus used college students in conjunction with a college course. Overall, volunteers had special training or expertise in at least 25 bureaus, or 43.1% of the total visited.

Services provided by volunteers. Table 19 shows that volunteers were active in every phase from planning to implementation.

Table 19

TYPES OF SERVICES PROVIDED BY VOLUNTEERS

Illustrates how many bureaus utilized volunteers in offering a particular service

Service	Bureaus with Volunteers Offering Service	
	No.	Percent
COUNSELING, individual and group, group workers, 1:1 relationships, big brother, big sister	25	43.1%
PUBLICITY, newspapers, poster, flyer distribution, task force group efforts, fund-raising	16	27.6
RECREATION, sports, coaching, chaperoning	15	25.9
TUTORING	13	22.4
OPERATIONS, screening applicants and clients, operating group homes, drop-in centers, general supervision, managing volunteers and assisting coordinators	12	20.7
TELEPHONE, general, switchboard and hot-line	8	13.8
CLERICAL, filing, typing, general office, records	8	13.8
RESEARCH	5	8.7
PLANNING, including writing proposals	4	6.9
MEDICAL/LEGAL services	4	6.9
PROBATION SUPERVISION	2	3.5
MAINTENANCE	2	3.5
FORUM "judges"	1	1.7
EMPLOYMENT, for clients	1	1.7
SERVICES unclear	2	3.5

Note: Average was two services per bureau.

Program Participants

Clientele, as described by the President's Crime Commission Report, were "a group now handled, for the most part, either inappropriately or not at all except in times of crisis."[16] Clients interviewed during the course of this study met the criteria and information from case records confirmed this impression.

The characteristics noted also gave some indication of the kind of programs needed. For instance, girls represent an increasing proportion of clientele and this needs to be considered in program planning. The family situation, as indicated by living arrangements, relatively high mobility, education and employment of parents, provided substantial clues of the need for programs to improve the prospects of working out problems at home or arranging for alternatives in the community. The relatively limited career aspirations of clientele gives some indication of the need for emphasis on practical program components, i.e. academic and vocational assistance. The overall reasons for referral and sources of referral supported the contention that program participants were youth in jeopardy of the juvenile justice system and also gave indication of the need for advocacy and outreach casework.

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[16] *The Challenge of Crime in a Free Society*. The President's Commission on Law Enforcement and Administration of Justice, Washington D. C. 1967. p 83

Another important characteristic of young people who come to youth service bureaus for any reason was their need and ability to take part in and contribute to the program. During the course of the study, it was found that the youth service bureau is a place where youth can serve as well as come to be served. They come to the bureau seeking service and become implementors of the program.

Information regarding program participants is from: 1) interviews with 71 participants from 23 different states and 33 different programs; 2) an examination of a sample of 776 case records from 48 programs in 26 states.

Personal characteristics. Table 20 shows the sex and ethnic characteristics of interviewees and is representative of the larger sample of cases from 776 records reviews (Table 21). The overall findings were reasonably consistent with other information. The median age was 15.5 years and almost the same for males and females. Ethnic characteristics of clients were very mixed (approximately 60% White, 22% Black; 14% Latin; 4% other or unknown and reflective of the many types of target areas visited and possibly representative of the nation as a whole.

There seems to be a trend of a higher ratio of girls to boys than in the traditional juvenile justice and correctional setting (i.e. three or four females to six males rather than one female to five or

Table 20

AGE OF PARTICIPANTS INTERVIEWED: BY SEX AND ETHNICITY

	Cases		1-10yr		11 yr		12 yr		13 yr		14 yr		15 yr		16 yr		17 yr		18 yr		19 yr		20 yr	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
TOTAL	71	100.0%	2	2.8%	2	2.8%	1	1.4%	2	2.8%	14	19.7%	17	14.1%	20	28.2%	10	14.1%	1	1.4%	-	-	2	2.8%
MALE																								
White	18	25.4	-	-	2	2.8	-	-	-	-	3	4.2	4	5.6	7	9.9	1	1.4	-	-	-	-	1	1.4
Latin	12	16.9	-	-	-	-	1	1.4	-	-	3	4.2	2	2.8	3	4.2	2	2.8	-	-	-	-	1	1.4
Black	9	12.7	2	2.8	-	-	-	-	1	1.4	1	1.4	2	2.8	1	1.4	1	1.4	1	1.4	-	-	-	-
Other	4	5.6	-	-	-	-	-	-	-	-	-	-	-	-	3	4.2	1	1.4	-	-	-	-	-	-
Total	43	60.6%	2	2.8%	2	2.8%	1	1.4%	1	1.4%	7	9.9%	8	11.3%	14	19.7%	5	7.0%	1	1.4%	-	-	2	2.8%
FEMALE																								
White	22	31.0	-	-	-	-	-	-	1	1.4	6	8.5	6	8.5	4	5.6	5	7.0	-	-	-	-	-	-
Latin	1	1.4	-	-	-	-	-	-	-	-	-	-	1	1.4	-	-	-	-	-	-	-	-	-	-
Black	4	5.6	-	-	-	-	-	-	-	-	1	1.4	1	1.4	2	2.8	-	-	-	-	-	-	-	-
Indian	1	1.4	-	-	-	-	-	-	-	-	-	-	1	1.4	-	-	-	-	-	-	-	-	-	-
Total	28	39.4%	-	-	-	-	-	-	1	1.4%	7	9.9%	9	12.7%	6	8.5%	5	7.0%	-	-	-	-	-	-

TABLE 21

AGE OF PARTICIPANTS - BY SEX AND ETHNICITY

	Cases		1-10 yr		11 yr		12 yr		13 yr		14 yr		15 yr		16 yr		17 yr		18 yr		19 yr		20+ yr		N/Ans	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
TOTAL	776	100.0%	56	7.2%	27	3.5%	47	6.1%	64	8.3%	125	16.1%	154	19.8%	157	20.2%	75	9.7%	27	3.5%	11	1.4%	27	3.5%	6	0.8%
MALE																										
White	265	34.2	25	3.2	13	1.7	15	1.9	22	2.8	33	4.3	50	6.4	59	7.6	24	3.1	10	1.3	4	0.5	8	1.0	2	0.3
Latin	75	9.7	1	0.1	4	0.5	8	1.0	9	1.2	11	1.4	13	1.7	17	2.2	6	0.8	1	0.1	1	0.1	4	0.5	0	--
Black	127	16.4	19	2.4	3	0.4	4	0.5	9	1.2	23	3.0	26	3.4	18	2.3	16	2.1	1	0.1	2	0.3	3	0.4	3	0.4
Other	14	1.8	1	0.1	1	0.1	0	--	4	0.5	3	0.4	1	0.1	3	0.4	1	0.1	0	--	0	--	0	--	0	--
N/Ans	6	0.8	0	--	0	--	0	--	1	0.1	1	0.1	2	0.3	1	0.1	0	--	0	--	1	0.1	0	--	0	--
	487	62.8%	46	5.9%	21	2.7%	27	3.5%	45	5.8%	71	9.1%	92	11.9%	98	12.6%	47	6.1%	12	1.5%	8	1.0%	15	1.9%	5	0.6%
FEMALE																										
White	181	23.3	8	1.0	1	0.1	9	1.2	10	1.3	33	4.3	40	5.2	39	5.0	24	3.1	8	1.0	2	0.3	7	0.9	0	--
Latin	30	3.9	1	0.1	0	--	4	0.5	3	0.4	5	0.6	6	0.8	0	--	0	--	2	0.3	1	0.1	0	--	0	--
Black	44	5.7	0	--	2	0.3	5	0.6	4	0.5	11	1.4	10	1.3	7	0.9	2	0.3	3	0.4	0	--	0	--	0	--
Other	3	0.4	0	--	1	0.1	0	--	1	0.1	0	--	0	--	0	--	0	--	1	0.1	0	--	0	--	0	--
N/Ans	4	0.5	0	--	0	--	0	--	0	--	0	--	2	0.3	1	0.1	0	--	0	--	0	--	1	0.1	0	--
	262	33.8%	9	1.2%	4	0.5%	18	2.3%	18	2.3%	49	6.3%	58	7.5%	55	7.1%	26	3.4%	14	1.8%	3	0.4%	8	1.0%	0	--
N/ANS.																										
White	17	2.2	0	--	1	0.1	1	0.1	1	0.1	5	0.6	3	0.4	2	0.3	2	0.3	0	--	0	--	2	0.3	0	--
Latin	1	0.1	0	--	0	--	0	--	0	--	0	--	0	--	0	--	0	--	0	--	0	--	1	0.1	0	--
Black	3	0.4	0	--	0	--	0	--	0	--	0	--	0	--	2	0.3	0	--	0	--	0	--	1	0.1	0	--
Other	5	0.6	1	0.1	1	0.1	1	0.1	0	--	0	--	0	--	0	--	0	--	1	0.1	0	--	0	--	1	0.1
N/Ans	1	0.1	0	--	0	--	0	--	0	--	0	--	0	--	1	0.1	0	--	0	--	0	--	0	--	0	--
	27	3.5%	1	0.1%	2	0.3%	2	0.3%	1	0.1%	5	0.6%	3	0.4%	4	0.5%	2	0.3%	1	0.1%	0	--	4	0.5%	1	0.1%

six males). It was the estimate of study staff that with encouragement the ratio could be closer to 50-50. This is not to suggest that girls did not have problems prior to the advent of youth service bureaus; only that the youth service bureau type program is more accessible and appropriate to the needs of this group.

It is notable that white males represent about half of the male referrals while white females account for more than two-thirds of the female referrals.

Family. Over one half of the participants interviewed came from families with four or more children. Less than 40% were living in an intact home situation, with the remaining 60% from broken homes or an incomplete family unit (Table 22). Less than 20% felt that their family did not get along well. More than 50% indicated that their family had moved three times or more in their life and more than 25% indicated that their family had moved five times or more.

Education. Over 70% of the interviewees were attending school, with the remainder either not attending, suspended or being tutored. School grades were indicated to be fair by most participants. Insofar as school behavior the majority felt that they were doing average or better. Feelings about school were similar. Grade level ranged from the third grade to the twelfth grade and was generally in

Table 22

PARTICIPANTS LIVING SITUATION
Interviewees

Living with	Number	Percent
Mother-Father, family intact	28	38.4%
Mother and siblings (no Father)	27	38.0
Father and siblings (no Mother)	2	2.8
Relative	2	2.8
Friend, legal guardian	2	2.8
Foster home, group home	4	5.6
No Answer	6	8.5
Totals	71	99.9%

accordance with age. Over 50% were at the 9th grade level or above. In 57% of the cases the father's grade level was acknowledged to be below the 12th grade level. In 55% of the cases the mother's grade level was acknowledged to be below 12th grade level.

Employment. The occupation of the fathers covered a wide array. The most frequent occupations listed were in regard to construction work (17%); factory (17%); and retired, unemployed, disabled, deceased or unknown (24%). Approximately 50% of the time the mother's occupation was listed as housewife with domestic work and general white collar work less than 10% each.

80% of the interviewees recorded some type of work experience. This covered a wide array and for the most part was for non-skilled jobs. The overall aspirations of interviewees in-so-far as a career was somewhat revealing in that less than 10% aspired to jobs that would require college training. The most frequent occupations listed were food service (10%); construction work (8%). Less than 10% of the interviewees were able to state that they had held a job for more than 6 months. The age at which interviewees held jobs was about 15. When they did work, Their feelings about the job were usually positive.

Reasons for referral. Table 23 correlates sex, age and ethnicity with primary reasons for referral and shows that more than half of all referrals (50.9%) were for naughty behavior, i.e. youth in jeopardy of processing in the juvenile jsutice system but whose behavior would not have been illegal if engaged in by an adult. This type of behavior is known by different names throughout the country, e.g. unruly child, pre-delinquent, child in need of supervision (CHINS), etc.

Table 24 shows the specific kinds of behavior accounted for in this category. The largest single group was runaway (9.9% of the total) with girls outnumbering boys three to two.

Overall the reasons for referral had to do with personal family problems and conflict with authority problems rather than criminal behavior.

Sources of referral. Table 25 correlates sex, age and ethnicity with primary source of referral. Although law enforcement and schools were the most frequent sources, approximately 18% each, no single source was dominant. The number of referrals from unofficial sources was approximately 40% (i.e. parents, self, friends) and is notable; so is the fact that more than half the females were self-referrals. Self-referrals appear to be older in that the median age is 16.8 and frequently self-referrals are over 18. The overall pattern of referrals suggests that many of the participants and their families were waiting for youth service bureau programs to develop.

Table 23

PRIMARY REASON FOR REFERRAL - BY SEX, ETHNICITY AND AGE
OF PARTICIPANTS

	Cases		Crimes Property		Crimes Persons		Naughty Behavior		Personal Difficulty		Special Service		Counseling		Drug Abuse		N/Ans	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
TOTAL	776	100.0%	107	13.8%	26	3.4%	395	50.9%	65	8.4%	84	10.9%	13	1.6%	59	7.6%	27	3.5%
SEX																		
Male	487	62.8	83	10.7	21	2.7	234	30.1	37	4.8	45	5.8	8	1.0	42	5.4	17	2.3
Feml.	262	33.8	24	3.1	3	0.4	149	19.2	27	3.5	33	4.3	5	0.6	16	2.1	5	0.6
N/Ans	27	3.5	0	--	2	0.3	12	1.5	1	0.1	6	0.8	0	--	1	0.1	5	0.6
ETHNICITY																		
White	463	59.7	57	7.3	11	1.4	254	32.7	49	6.3	39	5.0	8	1.0	35	4.5	10	1.3
Latin	106	13.7	13	1.7	8	1.0	34	4.4	6	0.8	15	1.9	3	0.4	19	2.4	8	1.0
Black	174	22.4	32	4.1	6	0.8	94	12.1	9	1.2	24	3.1	2	0.3	2	0.3	5	0.6
Other	22	2.8	2	0.3	1	0.1	11	1.4	0	--	1	0.1	0	--	3	0.4	4	0.5
N/Ans	11	1.4	3	0.4	0	--	2	0.3	1	0.1	5	0.6	0	--	0	--	0	--
AGE																		
01-10	56	7.2	13	1.7	0	--	24	3.1	9	1.2	4	0.5	3	0.4	1	0.1	2	0.3
11	27	3.5	5	0.6	1	0.1	12	1.5	4	0.5	0	--	1	0.1	1	0.1	3	0.4
12	47	6.1	9	1.1	2	0.3	29	3.7	1	0.1	1	0.1	0	--	2	0.3	3	0.4
13	64	8.3	12	1.5	0	--	40	5.2	4	0.5	2	0.3	0	--	6	0.8	0	--
14	125	16.1	14	1.8	4	0.5	75	9.5	8	1.0	10	1.3	0	--	12	1.5	2	0.3
15	153	19.7	23	3.0	3	0.4	87	11.2	11	1.4	6	0.8	1	0.1	17	2.2	5	0.6
16	158	20.4	22	2.8	5	0.6	77	9.9	10	1.3	25	3.2	3	0.4	10	1.3	6	0.8
17	75	9.7	5	0.6	4	0.5	34	4.4	10	1.3	17	2.2	2	0.3	3	0.4	0	--
18	27	3.5	1	0.1	2	0.3	9	1.2	2	0.3	4	0.5	2	0.3	5	0.6	2	0.3
19	11	1.4	1	0.1	1	0.1	3	0.4	2	0.3	2	0.3	0	--	2	0.3	0	--
20+	27	3.5	2	0.3	4	0.5	3	0.4	3	0.4	12	1.5	1	0.1	0	--	2	0.3
N/Ans	6	0.8	0	--	0	--	2	0.3	1	0.1	1	0.1	0	--	0	--	2	0.3

Table 24

TYPES OF NAUGHTY BEHAVIOR as PRIMARY REASON for REFERRAL of PARTICIPANTS

Records Review by Sex, Age and Ethnicity
Represents 50.9% of all the Referrals

	Cases		General		Law Conflict		Incorrigible		Truancy		Runaway		School Prob.		Fam./Home Prob.	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
TOTAL	395	100.0%	61	15.4%	14	3.5%	64	16.2%	52	13.1%	76	19.2%	64	16.2%	64	16.2%
SEX																
Male	234	59.2	38	9.6	6	1.5	40	10.1	32	8.1	30	7.6	55	13.9	33	8.4
Female	149	37.7	16	4.1	4	1.0	24	6.4	20	5.1	45	11.3	9	2.3	31	7.9
N/Ans.	12	3.0	7	1.8	4	1.0	-	-	-	-	1	.3	-	-	-	-
ETHNICITY																
White	254	64.3	44	11.1	9	2.3	39	9.9	26	6.6	55	13.9	32	8.2	49	12.4
Latin	34	8.6	5	1.3	-	-	5	1.3	7	1.8	8	2.0	6	1.5	3	.8
Black	94	23.8	10	2.5	5	1.3	17	4.3	17	4.3	10	2.5	23	5.8	12	3.0
Other	11	2.8	2	.5	-	-	2	.5	2	.5	3	.8	2	.5	-	-
N/Ans.	2	.5	-	-	-	-	1	.3	-	-	-	-	1	.3	-	-
AGE																
01-10	24	6.1	4	1.0	-	-	4	1.0	2	.5	-	-	7	1.8	7	.8
11	12	3.0	3	.8	-	-	2	.5	3	.8	-	-	4	1.8	-	-
12	29	7.4	3	.8	-	-	6	1.5	5	1.3	5	1.3	6	1.5	4	1.0
13	40	10.1	8	2.0	2	.5	6	1.5	5	1.3	6	1.5	7	1.8	6	1.5
14	75	19.0	10	2.5	6	1.5	14	3.6	7	1.8	19	4.8	11	2.8	8	2.0
15	87	22.0	15	3.8	5	1.3	11	2.8	11	2.8	23	5.8	12	3.0	10	2.5
16	77	19.4	12	3.0	1	.3	8	2.0	16	4.1	14	3.6	7	1.8	19	4.8
17	34	8.6	5	1.3	-	-	8	2.0	3	.8	7	1.8	6	1.5	5	1.3
18	9	2.3	1	.3	-	-	3	.8	-	-	2	.5	-	-	3	.8
19	3	.8	-	-	-	-	-	-	-	-	-	-	3	.8	-	-
20+	3	.8	-	-	-	-	2	.5	-	-	-	-	1	.3	-	-
N/Ans.	2	.5	-	-	-	-	-	-	-	-	-	-	1	.3	1	.3

Table 25

PRIMARY SOURCE OF REFERRAL - BY SEX, ETHNICITY AND AGE
OF PARTICIPANTS

	Cases		Law Enfrc.		Courts		Probation		Parents		Self		Schools		Agency		Friends		Y.S.B.		N/Ans	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
TOTAL	776	100.0%	141	18.2%	83	10.7%	61	7.9%	99	12.7%	83	10.7%	145	18.7%	84	10.8%	41	5.3%	27	3.5%	12	1.4%
SEX																						
Male	487	62.8%	91	11.7%	49	6.3%	48	6.2%	57	7.3%	36	4.6%	100	12.9%	53	6.8%	25	3.2%	22	2.8%	6	0.8%
Feml.	262	33.8%	44	5.7%	33	4.3%	13	1.7%	37	4.8%	42	5.4%	37	4.8%	31	4.0%	15	1.9%	5	0.6%	5	0.6%
N/Ans	27	3.5%	6	0.8%	1	0.1%	0	--	5	0.6%	5	0.6%	8	1.0%	0	--	1	0.1%	0	--	1	0.1%
ETHNICITY																						
White	463	59.7%	80	10.3%	51	6.6%	35	4.5%	73	9.4%	53	6.8%	87	11.2%	51	6.6%	23	3.0%	6	0.8%	4	0.5%
Latin	106	13.7%	33	4.3%	4	0.5%	7	0.9%	9	1.2%	8	1.0%	6	0.8%	7	0.9%	10	1.3%	21	2.7%	1	0.1%
Black	174	22.4%	25	3.2%	26	3.4%	16	2.1%	12	1.5%	15	1.9%	42	5.4%	24	3.1%	8	1.0%	0	--	6	0.8%
Other	22	2.8%	1	0.1%	1	0.1%	3	0.4%	5	0.6%	4	0.5%	6	0.8%	1	0.1%	0	--	0	--	1	0.1%
N/Ans	11	1.4%	2	0.3%	1	0.1%	0	--	0	--	3	0.4%	4	0.5%	1	0.1%	0	--	0	--	0	--
AGE																						
1-10	56	7.2%	8	1.0%	2	0.3%	2	0.3%	5	0.6%	0	--	21	2.7%	15	1.9%	2	0.3%	0	--	1	0.1%
11	27	3.5%	5	0.6%	1	0.1%	3	0.4%	3	0.4%	1	0.1%	10	1.3%	3	0.4%	0	--	1	0.1%	0	--
12	47	6.1%	7	0.9%	0	--	2	0.3%	11	1.4%	1	0.1%	10	1.3%	9	1.2%	3	0.4%	3	0.4%	1	0.1%
13	64	8.3%	14	1.8%	5	0.6%	4	0.5%	11	1.4%	1	0.1%	17	2.2%	5	0.6%	5	0.6%	2	0.3%	0	--
14	125	16.1%	34	4.4%	14	1.8%	4	0.5%	20	2.6%	11	1.4%	22	2.8%	9	1.2%	5	0.6%	5	0.6%	1	0.1%
15	153	19.7%	38	4.9%	17	2.2%	11	1.4%	21	2.7%	7	0.9%	26	3.4%	19	2.4%	5	0.6%	5	0.6%	4	0.5%
16	158	20.4%	23	3.0%	29	3.7%	17	2.2%	20	2.6%	25	3.2%	20	2.6%	6	0.8%	9	1.2%	6	0.8%	3	0.4%
17	75	9.7%	6	0.8%	7	0.9%	10	1.3%	4	0.5%	16	2.1%	13	1.7%	12	1.5%	6	0.8%	0	--	1	0.1%
18	27	3.5%	2	0.3%	5	0.6%	2	0.3%	2	0.3%	8	1.0%	3	0.4%	2	0.3%	1	0.1%	2	0.3%	0	--
19	11	1.4%	1	0.1%	2	0.3%	1	0.1%	0	--	2	0.3%	0	--	2	0.3%	1	0.1%	1	0.1%	1	0.1%
+	27	3.5%	2	0.3%	1	0.1%	4	0.5%	1	0.1%	11	1.4%	1	0.1%	1	0.1%	4	0.5%	2	0.3%	0	--
Ans	6	0.8%	1	0.1%	0	--	1	0.1%	1	0.1%	0	--	2	0.3%	1	0.1%	0	--	0	--	0	--

A COMPARATIVE ANALYSIS

It was six men of Indostan to learning much inclined,
Who went to see the elephant (though all of them were blind),
That each by observation might satisfy his mind.

The first approached the elephant, and, happening to fall
Against his broad and sturdy side, at once began to bawl:
"God bless me! but the elephant is very like a wall!"

The second feeling of the tusk, cried "Ho! what have we here,
So very round, and smooth, and sharp? To me 'tis very clear,
This wonder of an elephant is very like a spear!"

The third approached the animal, and happening to take
The squirming trunk within his hands, thus boldly up he spake:
"I see," quoth he, "the elephant is very like a snake!"

The fourth reached out his eager hand, and fell about the knee:
"What most this wondrous beast is like, is very plain," quoth he;
"'Tis clear enough the elephant is very like a tree!"

The fifth, who chanced to touch the ear, said; "E'en the blindest man
Can tell what this resembles most: deny the fact who can,
This marvel of an elephant is very like a fan!"

The sixth no sooner had begun about the beast to grope,
Then, seizing on the swinging tail that fell within his scope,
"I see," quoth he, "the elephant is very like a rope!"

And so these men of Indostan disputed loud and long
Each in his own opinion exceeding stiff and strong,
Though each was partly right, and all were in the wrong.[17]

Key areas were discussed with interviewees during the process of the study. Table 26 through 40 compare the responses of directors, staff, community resource people, participants, records review and consultants.

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[17] John Godfrey Saxe,"The Blind Men and the Elephant" in Margery Gordon and Marie B. King, *A Magic World, An Anthology of Poetry*. New York: D. Appleton and Co. MCMXX (1930) pp 104-5.

Primary Objectives of Youth Service Bureaus

Table 26 illustrates that although diversion from the juvenile justice system was seen as the primary objective by the majority of the Directors (63.8%), this emphasis diminished moving away from the central administrative activities of the bureaus. Although staff considered diversion from the juvenile justice system a primary objective, they tended to emphasize goals not quite so close to the court system, such as delinquency prevention and youth development. Community resource interviewee responses tended to fall into two categories: one had to do with diversion from the juvenile justice system and the other had to do with general youth and community development. Program participants tended to answer in specific terms and most frequently considered the objective of the bureaus to be to help people with problems; help with family problems; individual help; help to keep out of trouble. Overall, participants seemed to view the programs as service agencies for people with special emphasis on helping young people.

Target Group

Program directors usually defined the primary target group in terms of a geographical area with emphasis on youth in general but often (20% of the time) not specifying any age limit. Staff considered that their primary target group was youth in general with some emphasis on those from a certain geographical area. For the most part participants

Table 26

PRIMARY OBJECTIVES OF YOUTH SERVICE BUREAUS
from Interviewees of 58 on-site programs

	DIRECTORS		STAFF		COMMUNITY RESOURCE		PARTICIPANT	
	No.	-Percent	No.	-Percent	No.	-Percent	No.	-Percent
Diversion from Juvenile Justice System	37	63.8%	49	37.7%	38	33.6%	2	2.8%
Prevention of juvenile delinquency	6	10.3	38	29.2	1	.9	30	42.3
Youth development, by counseling, etc.	8	13.8	23	17.7	50	44.2	-	-
Community development	2	3.4	6	4.6	7	6.2	39	55.0
Provide specific service	-	-	2	1.5	5	4.4	-	-
Systems modification	1	1.7	5	3.8	-	-	-	-
Coordination of existing agencies	4	6.9	7	5.4	4	3.5	-	-
No Answer	-	-	-	-	8	7.1	-	-
Totals	58	99.9%	130	99.9%	113	99.9%	71	100.0%

indicated that anyone could participate but that there was some emphasis on youth and families who need help.

Success

Program directors, staff and community resource interviewees were asked, "What is success for clients?" (Table 27). This proved to be one of the more difficult and complicated questions of the study. There were numerous answers; however, community resource interviewees tended to place slightly more emphasis on external adjustment as a primary criteria for "success" (e.g., not returning to court, or law enforcement, making it outside of the juvenile justice system, no more law violations, not getting arrested) rather than an internal criteria (e.g., self-acceptance and community acceptance, more stable family) as indicated by directors and staff. In addition, staff and community resource interviewees frequently specified some individualized criteria, such as staying in school; finding a job; getting off drugs; finding a home; etc.

Primary Service of Youth Service Bureaus

Table 28 shows what interviewees consider the primary service of youth service bureaus. Program directors, staff, community resource interviewees and case records rate counseling most frequently as the primary service. Coordination of services (which is also referred to as an objective and a unique program aspect) is mentioned

Table 27

WHAT WAS THOUGHT TO BE SUCCESS FOR CLIENTS OF YOUTH SERVICE BUREAUS
from Interviewees of 58 on-site Programs

	DIRECTORS		STAFF		COMMUNITY RESOURCES	
	No.	-Percent	No.	-Percent	No.	-Percent
ACCEPTANCE by self, family and community. To be aware of having problem and seeking help	14	24.1%	42	32.3%	12	10.9%
FAMILY STABILIZATION, getting place to live, preferably to return home	5	8.7	7	5.4	11	10.0
UNDERSTAND AND COPE with environment	16	27.6	16	12.3	5	4.5
SUCCESS outside Juvenile Justice System, alternate way to solve problems, not arrested, brought to Court, or having contact with Law Enforcement agencies	13	22.4	34	26.2	44	39.1
SCHOOL related success	3	5.2	5	3.8	16	13.6
DRUG problem solutions	-	-	-	-	1	.9
EMPLOYMENT PROBLEM solutions	-	-	1	.8	3	2.7
OTHER i.e. individual success differs with each client, having people who care about you, place to go, find program, referrals, or community inclusive solving	7	12.1	25	19.2	21	18.2
Totals	58	100.1%	130	100.0%	113	99.9%

Table 28

PRIMARY SERVICE OF YOUTH SERVICE BUREAUS
from Interviewees of 58 on-site programs

	CASE REC. REVIEW		DIRECTOR		STAFF		COMMUNITY RESOURCE		PARTICIPANT INTERVIEW	
	No.	-Percent	No.	-Percent	No.	-Percent	No.	-Percent	No.	-Percent
Crisis Intervention	-	-	-	-	-	-	2	1.8%	-	-
Counseling and Therapy programs	459	59.0%	37	63.8%	86	66.1%	71	62.8	33	46.5%
Advocacy and Outreach, Casework	79	10.2	-	-	11	8.5	4	3.5	2	2.8
Shelter program	-	-	1	1.7	1	.8	2	1.8	2	2.8
School related, tutoring	33	4.3	1	1.7	4	3.1	2	1.8	11	15.5
Job related, vocational services	-	-	-	-	2	1.5	5	4.4	3	4.2
Drop In Center, place to go	-	-	-	-	-	-	4	3.5	5	7.0
Recreation, Cultural enrichment	9	1.1	2	3.5	7	5.4	-	-	15	21.1
Specialized service, Medical, Legal, etc.	39	5.1	-	-	-	-	5	4.4	-	-
Probation serv., in lieu of jail	-	-	-	-	-	-	3	2.7	-	-
Community Organization	-	-	-	-	-	-	6	5.3	-	-
Coordination of Services, agencies	-	-	8	13.8	12	9.2	2	1.8	-	-
Referral services, follow-up	100	13.1	9	15.5	7	5.4	7	6.2	-	-
No Answer	57	7.3	-	-	-	-	-	-	-	-
Total	776	100.1%	58	100.0%	130	100.0%	113	100.0%	71	99.9%

with some degree of frequency by staff and community resource interviewees. Information and referral are considered primary services most frequently by directors and the case records. Participant interviewees also rate counseling high; however, cultural enrichment and recreation activities, school tutoring, and a place to go are mentioned more frequently as primary program activities by participants than by others.

Although not shown on a table, an examination of secondary services gave an indication that counseling led to other activities such as a drop-in center; sports and recreation; cultural enrichment; help with school. There is some indication that counseling is sometimes a service but may just as often be an introduction to delivery of other services.

Unique Features of Program

Table 29 shows what interviewees considered to be the most unique features about youth service bureaus. Directors considered many things as unique to their program, but the most frequent answer (24%) had to do with coordination. Relationship with other agencies and being youth centered were also frequently mentioned. Staff tended to emphasize the varied approach and flexibility of program. Also mentioned with some degree of frequency was the youth acceptance and voluntariness of program.

Table 29 UNIQUE YOUTH SERVICE BUREAU PROGRAM FEATURES from Interviewees of 58 Programs

	DIRECTOR		STAFF		COMMUNITY RESOURCE		PARTICIPANTS	
	No.	-Percent	No.	-Percent	No.	-Percent	No.	-Percent
STAFF UNIQUENESS, dedication, young, indiginous, para-professional, can trust them, they care	5	8.7%	15	11.5%	18	15.9%	26	36.6%
STAFF VOLUNTEERS, Big Brother, Outreach Advocacy	8	13.8	18	13.8	9	8.0	-	-
PROGRAM CHARACTER, flexible, available, location, hours, free, racial relations, fills gaps, is separate agency	10	17.2	25	19.2	26	23.0	3	4.2
SERVES YOUTH, prevents delinquency, success for kids, communicates, helps dropouts, youth centered, any area, sch. prog.	5	8.7	9	6.9	11	9.73	-	-
YOUTH ACCEPT, voluntary, theirs, no stigma, confidential, nonauthoritarian, help without arrest, counter cult. accept, non-threaten, youth participate	8	13.8	23	17.7	18	15.9	26	36.6
SPECIAL PROGRAMS, residential, job, recreation, Forum, aftercare, tech. assist., eval., transportation help	3	5.2	11	8.5	8	7.1	1	1.4
COMMUNITY INVOLVED, accept, family counseling, serves all, bridge gap	3	5.2	6	4.6	9	7.8	4	5.6
COORDINATES- school, agency, Govt; refers, follow-up, not "with" politics	14	24.1	12	9.2	8	7.1	-	-
SYSTEMS CHANGE, set example, devel. prog.	2	3.5	9	6.9	1	.9	-	-
No Answer	-		2	1.5	5	4.4	11	15.5
Totals	58	100.2%	130	99.8%	113	100.0%	71	99.9%

Community resource interviewees had a varied opinion about what was unique in regard to youth service bureaus. Most frequently mentioned was the flexibile and varied program; credibility and ability to communicate with youth; the youthful and often indigenous staff; and the dedication and hard work of the directors and staff. Although not shown on a table, the secondary unique feature mentioned by many of the community resource interviewees was the role of the youth service bureau in coordinating and relating with other agencies.

The majority of program participant interviewees considered that the most important aspects of the program to be staff whom they could trust, the acceptance of youth, and the voluntary, nonauthoritarian nature of the program.

Availability of Youth Service Bureau Staff and Directors

Table 30 compares what directors, staff and participants had to say in regard to availability. It seems to be the rule that both directors and staff make a considerable effort to be available.

Program Restrictions

Table 31 indicates that the most frequent program restriction seems to be an administrative one, in that 18.9% of the programs specify that clientele must live in the target area. The majority of staff and participants were not aware of any restrictions.

Table 30

AVAILABILITY OF YOUTH SERVICE BUREAU STAFF AND DIRECTORS
from Interviewees of 58 on-site Programs

	DIRECTORS		STAFF		PARTICIPANTS	
	NO.	-Percent	NO.	-Percent	NO.	-Percent
Yes, both in person and by telephone	35	60.3%	89	68.5%	35	49.3%
Yes, in person	7	12.1	22	16.9	13	18.3
Yes, by telephone	7	12.1	8	6.2	13	18.3
Sometimes	7	12.1	5	3.8	1	1.4
Rarely	1	1.7	-	-	1	1.4
No Answer	1	1.7	6	4.6	8	11.3
Totals	58	100.0%	130	100.0%	71	100.0%

Table 31

YOUTH SERVICE BUREAU PROGRAM RESTRICTIONS
from Interviewees of 58 on-site Programs

	DIRECTOR		STAFF		PARTICIPANTS	
	No.	-Percent	No.	-Percent	No.	-Percent
None, that they are aware of	24	41.4%	74	56.9%	41	57.7%
Dress appropriately, be on time, appmts.	2	3.5	11	8.5	3	4.2
No dope or booze	6	10.3	8	6.2	7	9.9
No physical assaults	-	-	2	1.5	-	-
Parents permission	2	3.5	1	.8	-	-
Few rules for order, do right, sign out	2	3.5	2	1.5	3	4.2
Have duties, go to school	-	-	-	-	8	11.3
Must live in target area, specifies	11	18.9	13	10.0	-	-
Age is a limiting factor	4	6.9	7	5.4	-	-
No Answer	7	12.1	12	9.5	9	12.7
Totals	58	100.0%	130	100.0%	71	100.0%

Means of Making Services Known

Over a third of the directors indicated that they use the media as a primary means to let the services of their program be known. They also let official agencies know of the services in order to offer the opportunity for referral. The main method commented on by other interviewees was by word of mouth. Most of the participants indicated that they found out about the program by word of mouth (Table 32).

Labeling and Coercion

In regard to the question about labeling and coercion, the most frequent answer from directors had to do with the program being voluntary and not being identified with criminal justice agencies, 40%; another 10% indicated that their program was broad-based enough so that the delinquent could not be distinguished from the non-delinquent; another 10% indicated that it was not made an issue; 9% implied some type of confidentiality or not having records; and the remainder (31%) either did not answer or indicated that neither coercion nor labeling was avoided and in some cases the program was not in the least voluntary as it was ordered by the judge.

Staff other than the director had diffuculty relating to the question. Participants gave some indication as to where matters stood in response to other aspects, e.g. most of the 71 participants interviewed could

Table 32

YOUTH SERVICE BUREAUS' MEANS FOR MAKING THEIR SERVICES KNOWN
from Interviewees of 58 on-site Programs

	DIRECTOR		STAFF		PARTICIPANT	
	No.	Percent	No.	Percent	No.	Percent
Word of Mouth	19	32.9%	45	34.6%	38	53.5%
Official agencies	1	1.7	3	2.3	11	15.5
Community and official agencies	-	-	2	1.5	-	-
Word of mouth and official agencies	-	-	8	6.2	-	-
Word of mouth and community agencies	4	6.9	13	10.0	5	7.0
Word of mouth and all agencies	2	3.5	15	11.5	-	-
All agencies	-	-	5	3.8	-	-
Media, T.V., newspapers, fliers, radio	21	36.2	22	16.9	7	9.9
Receives referrals	1	1.7	-	-	-	-
More than one above	6	10.3	10	7.7	-	-
No Answer	4	6.9	7	5.4	10	14.1
Totals	58	100.0%	130	99.9%	71	100.0%

not recall how long they had been in the program; nor could they always remember who referred them. Granting, a few programs seemed like auxiliary probation departments; however, at this stage in development the conflict in the Crime Commission report about voluntariness and bureaus then having the authority to refer to court within "not more than 60 and preferably not more than 30 days"[18] has not been an issue because it has not been a common practice. In some cases, even where youth were "ordered" to the program by a judge or other authority, the YSB program was not viewed as coersive by the participants. In the long run, undoubtedly, there is reason to have concern about labeling, stigmatizing and coercion as it applies to youth service bureaus. In the Spring and Summer of 1972, however, it seemed to have been more a concern to bureaucrats and academic critics than to program practitioners and participants.

Problems Facing Youth Service Bureau Programs

Table 33 shows that directors, staff and community resource interviewees frequently cited the most significant problem of a bureau to be in regard to the funding situation. Program needs, acceptance by the community, and acceptance by other agencies are also mentioned but with much less frequency.

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[18] *Task Force Report*. President's Commission on L. E. and Administration of Justice. p 21.

Table 33

PROBLEMS FACING YOUTH SERVICE BUREAU PROGRAMS
from Interviewees of 58 on-site Programs

	DIRECTORS		STAFF		COMMUNITY RESOURCES		PARTICIPANT	
	No.	-Percent	No.	-Percent	No.	-Percent	No.	-Percent
Financial - funding and survival	24	41.4%	52	40.0%	42	37.2%	1	1.4%
Visibility to funding, and acceptance	2	3.5	1	.8	2	1.8	-	-
Politics, survival with integrity	2	3.5	7	5.4	4	3.5	-	-
Federal agency recognition	2	3.5	1	.8	-	-	-	-
Program needs, expansion, activities, more, better staff, transportation	2	3.5	1	.8	-	-	-	-
Acceptance by youth, advertising	-	-	3	2.3	3	2.7	4	5.6
Acceptance by Community	9	15.5	2	1.5	25	22.1	-	-
Acceptance by other agencies	9	15.5	25	19.2	10	8.8	-	-
Limit attendance	-	-	-	-	-	-	4	5.6
No problems that they knew of	-	-	-	-	-	-	21	29.6
No answer	8	13.8	6	4.6	3	2.7	19	26.8
Totals	58	100.2%	130	100.0%	113	100.0%	71	100.0%

Program participants very often do not have any comments regarding significant program problems. They did recommend frequently (31%) that they wanted program to remain the same or to expand with more staff and more facilities.

Program Reputation and their Relation with Other Agencies

Tables 34 through 40 represent a comparative analysis as to how the interviewees and the on-site consultants rated program reputation and relationships with official agencies and with youth. The evaluation is on a scale from one to five. One equals excellent; five equals very poor. Overall, interviewees rated the program relations of youth service bureaus as good. Combining the excellent and good scores (and considering instances where there was "no answer"), the overall rating suggests that the overall relationships and reputation of bureaus are good. Notably, the on-site consultants tended to be slightly more conservative than the interviewees. Ranked in order, program reputation and relationships seem to be best with: youth in the program; the courts; probation; schools; social service agencies; youth in general; and law enforcement.

Law enforcement. Table 34 shows views in regard to bureau reputation with law enforcement. Overall, views regarding the bureaus' relationship with law enforcement agencies fluctuated more than with any other group. In fact, an additional category developed spontaneously as a result of asking about this relationship, i.e. good/bad. In some instances this was because there were a number of law enforcement agencies, each having a different view of the program; in some instances the viewpoint varied from individual to individual in a given department; in some instances the "official" relationship was reported as poor or indifferent but the working relationship on the street reflected mutual respect and trust; and in some cases the "official" relationship was reported as good without much happening at the working level on the street to know if this was valid.

Courts and Probation. Table 35 indicates that with rare exception bureaus are viewed very favorably by the courts and this is consistently slightly better than the relationship with probation which is also viewed as very good (table 36). Although after having similar ideology, probation personnel and youth service bureaus sometimes viewed each other competatively. This was usually due to an overlapping interest in a given client.

Schools. School relationship was a factor in approximately 75% of the programs (Table 37). For the most part, existing relationships are favorable; however, it is known from on-site study reports that whether this relationship is favorable or unfavorable, it still tends to be constructive in regard to improving the system for youth. For instance, a youth service bureau may have an alternate school program or a tutoring program either in cooperation with the school system or in competition with the school system and be effective in meeting immediate needs of youth and have long range influence in modifying school program and policies.

Social service agencies. Table 38 shows that youth service bureau relationships with social service agencies are generally viewed as favorable. Questions regarding these realtionships revealed non-criminal justice resource programs to which staff referred clients (e.g. Mental Health therapy programs, vocational training or on the job placement, shelter care, tutoring, cultural enrichment, legal and medical services).

Youth in general and youth participants. Bureau reputation and relationship with youth in general (Table 39) was seen as very good but not nearly as favorable as with youth who were participants in the program (Table 40). Opinion was very consistent and even program critics would often acknowledge the acceptance of youth service bureau programs by youth.

Table 34

YSB RELATIONSHIPS WITH LAW ENFORCEMENT AGENCIES AS SEEN BY DIFFERENT GROUPS

	Composite Total Directors		Staff		Community Resources		Program Participants		Observations			
	No.-	Percent	No.-	Percent	No.-	Percent	No.-	Percent	No.-	Percent	No.-	Percent
Excellent	104	24.2%	17	29.3%	29	22.3%	24	21.2%	26	36.6%	8	13.8%
Good	124	28.8	17	29.3	39	30.0	35	31.0	19	26.8	14	24.1
Average	77	17.9	12	20.7	30	23.1	18	15.9	5	7.0	12	20.7
Good/Bad	21	4.9	4	6.9	9	6.9	3	2.7	-	-	5	8.7
Poor	41	9.6	6	10.3	13	10.0	9	8.0	2	2.8	11	19.0
Very Poor	6	1.2	1	1.7	2	1.5	-	-	1	1.4	2	3.5
No Answer	57	13.3	1	1.7	8	6.2	24	21.2	18	25.4	6	10.3
TOTALS	430	99.9%	58	99.9%	130	100.0%	113	100.0%	71	100.1%	58	100.1%

Table 35

YSB RELATIONSHIPS WITH THE COURTS AS SEEN BY DIFFERENT GROUPS

	Composite Total		Directors		Staff		Community Resources		Participants		Program Observations	
	No.-	Percent	No.-	Percent	No.-	Percent	No.-	Percent	No.-	Percent	No.-	Percent
Excellent	172	40.0%	31	53.4%	58	44.6%	37	32.7%	20	28.2%	26	44.8%
Good	124	28.9	16	27.6	52	40.0	35	31.0	5	7.0	16	27.6
Average	35	8.1	5	8.7	10	7.7	9	8.0	1	1.4	10	17.2
Good/Bad	1	.2	-	-	-	-	-	-	1	1.4	-	-
Poor	8	1.9	2	3.5	3	2.3	-	-	1	1.4	2	3.5
Very Poor	-	-	-	-	-	-	-	-	-	-	-	-
No Answer	90	21.0	4	6.9	7	5.4	32	28.3	43	60.6	4	6.9
TOTALS	430	100.1%	58	100.1%	130	99.9%	113	100.0%	71	100.0%	58	100.0%

Table 36

YSB RELATIONSHIPS WITH PROBATION AS SEEN BY DIFFERENT GROUPS

	Composite Total		Directors		Staff		Community Resources		Participants		Program Observations	
	No.-	Percent	No.-	Percent	No.-	Percent	No.-	Percent	No.-	Percent	No.-	Percent
Excellent	126	35.0%	26	44.8%	50	38.5%	32	28.3%	-	-	18	31.0%
Good	113	31.5	16	27.6	46	35.4	37	32.7	-	-	14	24.1
Average	45	12.6	8	13.8	13	10.0	10	8.9	-	-	14	24.1
Good/Bad	2	.6	-	-	2	1.5	-	-	-	-	-	-
Poor	13	3.6	2	3.5	5	3.8	-	-	-	-	6	10.3
Very Poor	6	1.6	2	3.5	2	1.5	-	-	-	-	2	3.5
No Answer	54	15.0	4	6.9	12	9.2	34	30.1	-	-	4	6.9
TOTALS	359	99.9%	58	100.0%	130	99.9%	113	100.0%	-	-	58	99.9%

Table 37

YSB RELATIONSHIPS WITH SCHOOLS AS SEEN BY DIFFERENT GROUPS

	Composite Total		Directors		Staff		Community Resources		Participants		Program Observations	
	No.-	Percent	No.-	Percent	No.-	Percent	No.-	Percent	No.-	Percent	No.-	Percent
Excellent	143	33.3%	23	39.7	48	37.0%	31	27.4%	24	33.8%	17	29.3%
Good	101	23.5	17	29.3	29	22.3	32	28.3	7	9.9	16	27.6
Average	29	6.8	-	-	10	7.7	13	11.5	1	1.4	5	8.7
Good/Bad	2	.5	-	-	-	-	2	1.8	-	-	-	-
Poor	21	4.9	4	6.9	6	4.6	6	5.4	1	1.4	4	6.9
Very Poor	4	1.0	-	-	4	3.1	-	-	-	-	-	-
No Answer	130	30.3	14	24.1	33	25.4	29	25.7	38	53.5	16	27.6
TOTALS	430	100.3%	58	100.0%	130	100.1%	113	100.1%	71	100.0%	58	100.1%

Table 38

YSB RELATIONSHIPS WITH SOCIAL SERVICE AGENCIES (WELFARE, MENTAL HEALTH, ETC.) AS SEEN BY DIFFERENT GROUPS

	Composite Total		Directors		Staff		Community Resources		Participants		Program Observations	
Excellent	110	30.6%	23	39.7%	49	37.7%	24	21.2%	-	-	14	24.1%
Good	126	35.1	18	31.0	50	38.5	36	31.9	-	-	22	37.9
Average	43	12.0	10	17.2	17	13.1	9	8.0	-	-	7	12.1
Good/Bad	1	.3	-	-	-	-	-	-	-	-	1	1.7
Poor	6	1.6	2	3.5	-	-	-	-	-	-	4	6.9
Very Poor	-	-	-	-	-	-	-	-	-	-	-	-
No Answer	73	20.3	5	8.7	14	10.8	44	38.9	-	-	10	17.2
TOTALS	359	99.9%	58	100.1%	130	100.1%	113	100.0%			58	99.9%

Table 39

YSB RELATIONSHIPS WITH YOUTH IN GENERAL AS SEEN BY DIFFERENT GROUPS

	Composite Total		Directors		Staff		Community Resources		Participants		Program Observations	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
Excellent	109	25.4%	19	32.9%	38	29.2%	16	14.2%	27	38.0%	9	15.5%
Good	179	41.6	22	37.9	68	52.3	33	29.2	26	36.6	27	46.5
Average	44	10.3	8	13.8	10	7.7	11	9.7	3	4.2	12	20.7
Good/Bad	6	1.2	-	-	-	-	1	.9	1	1.4	2	3.5
Poor	7	1.4	2	3.5	-	-	1	.9	2	2.8	2	3.5
Very Poor	1	.2	1	1.7	-	-	1	.9	-	-	-	-
No Answer	84	20.0	6	10.3	14	10.8	50	44.3	12	16.9	6	10.3
TOTALS	430	100.1%	58	100.1%	130	100.0%	113	100.1%	71	99.9%	58	100.0%

Table 40

YSB RELATIONSHIPS WITH YOUTH PARTICIPANTS AS SEEN BY DIFFERENT GROUPS

	Composite Total		Directors		Staff		Community Resources		Participants		Program Observations	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
Excellent	223	51.9%	28	48.3%	79	60.8%	40	35.4%	46	64.8%	30	51.7%
Good	126	29.2	17	29.3	34	26.1	41	36.3	16	22.5	18	31.0
Average	14	3.2	3	5.2	4	3.1	1	.9	3	4.2	3	5.2
Good/Bad	3	.7	-	-	1	.8	1	.9	1	1.4	-	-
Poor	3	.7	-	-	-	-	1	.9	2	2.8	-	-
Very Poor	-	-	-	-	-	-	-	-	-	-	-	-
No Answer	63	14.5	10	17.2	12	9.2	29	25.7	3	4.2	7	12.1
TOTALS	430	100.2%	58	100.0%	130	100.0%	113	100.1%	71	99.9%	58	100.1%

Chapter VII

EXPECTATIONS

Seldom has so much been expected of so few, for so little, in so short a time.[19] The expectations regarding the implementation of an idea or concept, while important, must also be considered in application as well as in theory. Sometimes goals are articulated in the development of a concept but are hardly recognized due to some key word or catch phrase becoming popular (e.g. diversion and coordination) and, in the proverbial sense, we do not see the forest for the trees. This has been the case with Youth Service Bureaus and possibly the time has come to consider whether the popularized "great expectations" are realistic.

DIVERSION

It is not known when the term "diversion" became a part of the vocabulary in connection with Youth Service Bureaus. Although mentioned, diversion is not emphasized in the President's Crime Commission Reports; however, in recent years the term has been used repeatedly in association with the objectives attributed to youth service bureaus.

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[19] With appropriate apologies to Sir Winston Churchill.

Diversion is referred to in the Standards and Guidelines[20] utilized in developing programs in California and has been emphasized as a goal in Youth Service Bureau progress reports[21] from that state. Diversion is also acknowledged in other written material about Youth Service Bureaus by Seymour,[22] Martin,[23] and Norman.[24] In a systematic analysis of alternatives to Court, in regard to diversion, Lemert accurately points out, "Whatever special meaning diversion may have had was blurred or lost sight of in the diffuse discussion of prejudicial processing in which it appeared."[25] Diversion has come to be a term which is taken for granted. It is also so generalized that it no longer has, if ever, a meaning that is relevant to youth service bureaus.

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[20] California Delinquency Prevention Commission. *Youth Service Bureaus: Standards and Guidelines.* State of California, Department of the Youth Authority, October 1968.

[21] Elaine Duxbury, *Youth Service Bureaus in California, Progress Report,* Number 3, January 1972.

[22] John A. Seymour, "The Current Status of Youth Service Bureaus," A Report On a Youth Services Bureau Seminar held January 24-25, 1971, Chicago: University of Chicago, 1971.

[23] John Martin, "Toward a Political Definition of Juvenile Delinquency," U.S. Department of Health, Education and Welfare, Social and Rehabilitation Service, YDDPA, 1970.

[24] Sherwood Norman, *The Youth Service Bureau, A Key To Delinquency Prevention,* National Council on Crime and Delinquency, Paramus N.J. 1972.

[25] Edwin M. Lemert, *Instead of Court: Diversion in Juvenile Justice,* National Institute of Mental Health, Center for Studies of Crime and Delinquency, Chevy Chase, Maryland, 1971 pp 22-3.

Based on the available data accumulated in this study, it is impossible to prove that any significant number of youth have been diverted from the juvenile justice system by Youth Service Bureaus. If we are to accept the term diversion, at the same time we should ask whether the intention of the Youth Service Bureau movement is to divert numbers or to divert children from the juvenile justice system. The local arrests of an area may not change, yet the staff and participants of a youth service bureau know that it is successful because it helps the people who do come to and use its facilities. As was said in one interview, "No matter how many Youth Service Bureaus you have, if you have a certain number of police, it is doubtful that the arrest rates (numbers) will change. They may not arrest the same people any more, but there still will be arrests."

We know with some degree of certainty that the number of arrests is hardly reflective of the number of crimes committed (some estimates are that only one out of every ten crimes are reported).[26] The addition of many diversion and alternate child care programs could be introduced without changing the arrest rate and subsequent Court petition rate one iota, yet these new services could provide a great deal of help to divert individuals from the juvenile justice system. In an area where the public has little regard or confidence for its police, it is unlikely that crimes, even of significant magnitude, will always be reported. On the other hand, in areas where there is a high degree of confidence in the police, a high porportion of crimes are reported. On this basis a police force's reputation effects crime rates.

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[26] *The Challenge of Crime in a Free Society*. The President's Commission on Law Enforcement and Administration of Justice, Washington D.C. 1967. pv.

Examples

It was the intention of the National Study of Youth Service Bureaus to determine what impact Youth Service Bureaus have had in diverting youth from the criminal justice system. Questions in regard to diversion were asked at every site visited. Comments from consultant reports about diversion are revealing.

Bronx, NY: Neighborhood Youth Diversion Program: The program is an alternative to court and the claim is that 300 cases have been diverted from court by being heard at the local level, i.e. - a forum of three people from the community to judge the cases. The result of this diversion has not been measured and it is not possible to make a statement about success or failure of this method.

Greensboro, NC: Youth Services Bureau, Inc.: The bureau reports, "Of the 103 juveniles served by Youth Services from June 10, 1971 to February 29, 1972, approximately 37% of these were referred to the Youth Services Bureau as an effective alternative to court action and possible commitments to the training school." Data provided by the Police Department show a 13% decrease in juvenile offenses in Greensboro in 1971 - and a 17% decrease in recidivism. There was a 13% reduction in the number of cases referred to court and an 8% reduction in the number of cases retained in the Police Department. The role of the Youth Service Bureau in these changes is speculative; however, it is indicative of a climate of fewer referrals to the on-going Juvenile Justice System.

Kansas City, MO: Youth Intercept Project: Comparative statistics in regard to arrest rates and disposition of arrests since the program has been in operation were not available although this information is being gathered. There is a substantial research component. Also, the fact that the target group is so young means that really meaningful data on the program effectiveness will probably take several years to reflect program impact. In addition, the program is part of a comprehensive health service and not specifically a part of the criminal justice system.

Bridgeport, CT: Hall Neighborhood Youth Service Bureau: There is no documented information as to the effectiveness of the model, number of youngsters diverted from the system, or how effective they have been in coordinating services. Nontheless, the on-site observer was very much impressed with what he saw in terms of the project staff's effective relationships with the neighborhood it served. He was left without doubt that the program is effective, but how effective remained unanswered.

San Antonio, TX: Youth Services Project: The project has its own research analyst, who is developing a reporting system and data base to assess the program's effectiveness in diverting the youth population in the model neighborhood area from the criminal justice system. The police department has become a primary source of referral and in recent months approximately one third of the juveniles who could have been referred to Juvenile Probation from the model neighborhood area have been referred to the youth services project. This project does seem to have an impact in diverting a significant number of youth from the system.

DeKalb, IL: Youth Service Bureau: The most clear evidence of the effectiveness of this model is that during 1971 a total of 19 DeKalb youths were referred to juvenile court, but since December 1971, when the DeKalb Youth Service Bureau was established, only one youth was referred to the juvenile court. All others were referred by law enforcement to the Youth Service Bureau and did not enter the juvenile justice system. Every youth arrested by the police department in DeKalb, Illinois was referred by the Youth Service Bureau as opposed to being referred to the probation department and the court system. Of the total number of referrals to the Youth

Service Bureau by police (86) only 20 of these young people again came to the attention of the Police Department for a second time. All of these 20 were referred back for a second time to the Youth Service Bureau.

Howard County/Kokomo, IN: Youth Service Bureau: This Youth Services Bureau has been primarily concerned with having impact on service to youth by coordinating services and by convincing existing services to increase or alter their services on the basis of needs of youth. For this reason they have underplayed data gathering and data analysis. They have no evaluation component as such, nor do they express an interest in developing one; however, it certainly seems that their efforts have provided for more effective services than previously available. In a similar vein there has been a significant reduction in the number of youth who have been processed in the juvenile court during 1971 as compared to 1970. The reduction is almost 50%. Undoubtedly, the Youth Service Bureau has been a variable in this change. Data and data analysis are not available to make this inference, however.

South Bend, IN: Youth Advocacy: It is premature to make an evaluation of the effectiveness of this model. There are many components in the program that will no doubt be differentially successful. 15% of the project budget is going into an evaluation component that is being carried out by the University of Notre Dame. This evaluation will be both qualitive and qualitative. Indications are that it is effective and is significant in diverting substantial numbers of youth from the Juvenile Justice System.

Scottsdale, AZ: Youth Service Bureau: It is claimed by the Director of the Youth Service Bureau that since the inception of the program in the City of Scottsdale, juvenile arrests have decreased. It was also claimed by the Bureau staff that the City of Scottsdale now has the lowest juvenile delinquency rate of any city in the country. Since this program was spearheaded by a judge and has the total support of the courts and law enforcement, there is little reason to doubt this claim. The fact is, however, that statistics were not available to indicate where there is significant impact on diverting youth from the Juvenile Justice System.

Playa-Ponce, Puerto Rico: While the total number of police cases going from La Playa (the target area) to Court have decreased, the cases from metropolitan Ponce as a whole have gone up. In 1968-69 719 cases went from the police to court and 1970-71, 936 went from the Police to Court. In 1968-69, 133 went to court from La Playa and in 1970-71, 117 went to Court from La Playa. Services rendered to intensive care cases represent only a portion of the services, but in this particular instance, there have been significant results. Experience during the first 18 months reveals that of the 104 cases, 100 had no subsequent police or court contact, and the 4 who were arrested were returned to the project by the police or the court.

Pacifica, CA: The 1972 progress report on California Youth Service Bureaus showed a steady decrease of police referrals to Probation in 1970 and 1971 as compared to 1969. For example in comparing 1970 with 1969 police referrals to Probation, of target area youth decreased nearly 40% while there was a decrease of less than 5% for youth living elsewhere in the county and that petitions filed on youth from Pacifica decreased over 25%. They increased over 6% in other areas of the county.[27]

Conclusions

It is not that diversion is not a desirable goal for youth service bureaus, it is just that it is virtually unmeasurable. If there is a significant reduction (or increase) of arrests or court petitions from a given youth service bureau target area, the entire youth service system (and non-system) has to be considered in regard to responsibility and accountability.

Diversion has been an important consideration in funding youth service bureau programs which means that regardless of how good (or bad) a job

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[27] E. Duxbury. *Youth Service Bureaus....Progress Report,* No. 3

the particular bureau is doing, it can be held accountable for the success (or sins) of other segments of a system.

To determine diversion from the juvenile justice system, it is not enough to evaluate a single (or group of) youth service bureaus in retrospect. The system it diverts from must be considered before and after the advent of the bureau as well as the system or non-system it diverts to or could have diverted to.

DIRECT SERVICE VERSUS INDIRECT SERVICE

The President's Crime Commission Report gives some indication that bureaus will provide coordination and direct services. In practice the scope of activity extends beyond direct services and coordination. The mandate in practice is that bureaus bring about the delivery of needed services to youth. This may be done either directly or through others (which for want of better terminology will be called indirect). There are many terms to describe the variations between direct delivery of services and bringing about the delivery of services through others, such as - liaison, brokerage, referral, filling gaps, systems modification, advocacy, purchase of services, community organization, etc. Coordination is only one indirect means of bringing about the delivery of needed services.

While there is an underlying criticism for programs which concentrate on providing direct service from their own resources to specified clients, there is also criticism of programs which do not have cases and seek to modify the overall system which deliver services to youth. The main issue is in regard to emphasis on direct or indirect service. In this study an attempt has been made to consider the overall range.

Direct Services

Because the President's Crime Commission report makes reference to individually tailored work, walk-ins, individual counseling, etc., there is an expectation of direct services. Most bureaus provide a variety of direct services, including: counseling, advocacy casework, tutoring, job referral, crisis housing, medical services, etc. Emphasis tends to be to fill gaps and/or to be available at a time, place and in a style acceptable to the clientele. One criticism of a program which provides direct services only is that it tends to develop into just another agency and the services conflict with or compete with services being provided by agencies already established. Other problems consist of not having a broad enough base to avoid labeling, and being identified with a single specialty, such as family counseling, residential treatment, drug treatment, recreation, etc.

Coordination

Much like the term diversion, the term coordination has taken on an aura of significance in reference to youth service bureaus, but perhaps with more reason. Coordination is mentioned (without explanation) in the last paragraph of the developmental material in the Task Force report,[28] a concluding paragraph of a section on pre-judicial handling by the police and is an add-on paragraph after the recommendation is made in the main report, i.e. "These agencies would act as central coordinators of all community services for young people and would also provide services lacking in the community or neighborhood, especially ones designed for less seriously delinquent juveniles."[29]

The common definition of coordination has to do with working together harmoniously. Just what the Commission meant in regard to coordination as it pertains to youth service bureaus is not clear. However, in another section of the Crime Commission report on coordination and pooling of police services, the report states "Coordination involves an agreement between two or more jurisdictions to perform certain services jointly; usually one of the jurisdictions will provide one or more services for the others. Pooling occurs when local government jurisdictions consolidate by merging one jurisdiction, or a function thereof, with another jurisdiction, or function thereof. Coordination is the more feasible form of law enforcement cooperation because there are fewer political or legal obstacles to achieving it."30 Since this definition has to do with established police agencies which by their organizational similarities and mutual purpose have a type of equality, it can hardly be applied to brand new youth service bureaus relating to a number of established community agencies. Rosenheim warns about coordination being viewed as a "magic ingredient";[31] Martin advises "The weak connot direct the strong in this field or in others."[32] and Gorlich provides insight in regard to bureaucratic politics indicating "That an agency is likely to gain more cooperation from other agencies if it operates on the same level of administration with them rather than attempt to coordinate them."[33] All of these criticisms are well founded in the context of the law enforcement model described above and in consideration of the reality of our status conscious society.

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[28] *Task Force Report*. President's Commission on L. E. and Administration of Justice, p 21.

[29] *Challenge of Crime in a Free Society*. President's Comm. on L. E. p 81.

From another point of view, however, Duxbury describes three types or phases of coordination: 1) ad hoc - where agencies are called as the need arises for individual cases; 2) systematic - which involves

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30 *Challenge of Crime in a Free Society*. President's Comm. On L.E. p 119.

31 M. Rosenheim, "....Concept in Search of Definition," *Juv. Ct. Jour.* p 72.

32 J. Martin. "Toward a Political Definition of Juvenile Delinquency," p 13.

33 E. Gorlich, "Guidelines for Demonstration Projects...," H.E.W. p 5.

planned exchanges regarding specific cases, e.g. case conference committee; 3) program coordination - which "includes developing joint agency programs - using formal agreements; mutual assistance in extending programs, such as detaching personnel from one agency to another to perform specialized functions..."[34] Within the context of this definition the most frequently used is the "ad hoc" type, which is basically referral and often depends on relationships of youth service bureau staff with staff of another agency rather than on the basis of a mutual service agreement by agencies. The case conference approach was utilized in less than 10% of the programs reviewed and only a few programs were effective in achieving coordination with other agencies at a policy making, administrative level. Whatever success youth service bureaus have had in the area of coordination has been due to hard work and the fact that in some cases people relationships can transcend agency relationships.

Other Approaches

Bringing about the delivery of needed services through others can be achieved in many ways, not all of them harmonious. It is possible to influence other agencies by research, planning, training, liaison, and consultation; but sometimes it is necessary to take an advocate position in working with the community to develop opportunities and resources.

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34 E. Duxbury. *Youth Service Bureaus....Progress Report.* No. 3, p 6.

Platt, in a critical analysis, points out that the provisions of the President's Crime Commission Report "fails to provide adolescents with channels and resources to redress grievances against police, teachers, etc."[35] Whether it was intended by the Crime Commission or not, some bureaus consider that they have an obligation to serve as youth advocates and change agents in regard to policies and practices of social institutions providing services to youth. This not only includes advocacy on a case by case basis but with the community and/or target group as a whole. For example, a community organization program component, which involves activities such as community education, town meetings, and task force projects can result in confrontation and a bureau taking an adversary position to policy of an established agency. Some of the non-direct services seem in tune with the "class action" movement that has taken place over the last few years. Dealing with individuals case by case can be rewarding, but at the same time it is necessary to do the work over and over again. Whether it goes to court or not, in the class action case it is possible to be vigorously assertive in regard to a cause. The beneficiary is a group; and since so many people are involved - there is more likelihood of lasting change, so that it is not necessary to fight about the same thing over again and again. Indeed, if there is coordination, it consists of the bureau, youth and interested (sometimes influential) citizens pooling resources, being of mutual assistance, and harmoniously merging as one to deal with a common problem.

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[35] Anthony M. Platt. "Saving and Controlling Delinquent Youth: A Critique," *Issues in Criminology*, Vol. V, No. 1, Winter 1970. p 16.

Examples

Programs which emphasize a specific direct service may provide a valuable service and in the eyes of the community be a youth service bureau; however, it may bear little resemblance to other programs of that name. For instance, the Youth Services Program in Nogales, Arizona offers youth an alternative to going across the border to Mexico. With a fair degree of certainty, it can be stated that this alternative diverts many youth from engaging in illegal activities and in becoming entangled in the juvenile justice system. Yet, the emphasis is on a single service, recreation. It is unlikely that this is the type of program "envisioned" as a youth service bureau by the President's Crime Commission, but in Nogales, Arizona it suits the needs of the community.

In the case of coordination and indirect service we have a phenomena which is difficult to comprehend. One of the programs which was most impressive during the on-site visits was the Rural America Project in Helena, Montana. This is almost a pure indirect service-coordination model which was having a difficult time explaining why it did not have cases. From observation, the people involved in the program were having an impact on the communities but were moving about in rather subtle ways. One of the problems is that in order to do the job effectively - the visibility profile is sometimes so low that the program goes out of business. The very essence of this model is to have the other person say that he did it himself.

The program in South Bend Indiana is an example of the youth advocacy model. It appears that this program will involve itself in some direct services; however, its main activities have been on behalf of youth as a group. The program has been very successful in efforts made toward systems modification, e.g., getting school facilities to be available during non-school days and hours.

Although not emphasized to the same degree as in South Bend, other programs do take note of this role. For instance, the Youth Service Bureau of Boise specifies its role as a change agent, stating in its articles of incorporation, "In all of its activities, this corporation will act as an advocate for youth and their concerns. Wherever possible, youth will be encouraged to speak and act on their own behalf to secure needed changes, however, the staff, board and committees will also act on behalf of youth when needed and/or requested."[36]

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[36] "Articles of Incorporation of Youth Service Bureau of Boise, Idaho, Inc. A Non-Profit Corporation," Mimeographed paper. Executed June 22, 1971.

Perhaps the best example of balance is the Playa-Ponce, Puerto Rico program. The direct service components are comprehensive and complete. The advocacy and coordination aspect is a significant concern and activity of all staff and especially of the program leadership. The Director is an advocate for all the people of the target area. She represents them at different levels of the power structure, utilizing both formal and informal means; yet she keeps in touch with the everyday things going on in the community. Overall this program is a model in regard to developing a coalition of forces in order to make a request that will be heard and responded to in obtaining a full share of resources.

Conclusions

The expectation that youth service bureaus provide direct services has been realistic. Their role in coordination depends on interpretation, but at best is questionable. It is not realistic that bureaus, as they existed in 1972, be held accountable for coordinating youth service agencies. The fact that many were active in other forms of indirect service activity, including youth advocacy and occasionally "taking on the establishment" is testimony to their inclination toward innovation. This has been a realistic but fragile development.

Although each type of service brings its own special problems, some mix of direct service and indirect service seems desirable and realistic. Indirect services help bring a program out of isolation and in the long run an active program in both fields makes coordination a more realistic expectation.

Chapter VIII

PLANNING FOR ACTION

Youth Service Bureaus are places where, or circumstances under which, youth can relate - where they can gain by giving - where they can come to be served but end up by serving. It becomes a growth experience and personal enrichment for everybody involved. The bureau becomes youth's place, a "place of their own" and this is the reason behind it. So it does not really matter whether there is good furniture or bad furniture but whether the clientele feel that they belong there. What is critical is whether the clientele see it as theirs and whether they really have some impact and input into program. These are people who want to be a part of something and this applies whether the program is in an affluent suburb, such as Wayzata, Minnesota, or a big city program in New York. They want to belong, to participate; to give. Because of this they are willing to come to a place where they feel confidence. They have insights; they are in search of identity other than themselves.

What does matter is the attitude of the influential and powerful people in the community. Almost without exception YSB's are under-funded and in a sense in just as much jeopardy of the justice system as the clientele they serve. What does count is the leadership, energy, dedication of staff and conviction of members of the community that it is an important goal to have a problem solving program which people can be a part of, not because they have to, but because they want to.

DEVELOPING A PROGRAM MODEL

Programs associated with the youth service bureau movement represent a broad variety of variables which make it most difficult to find patterns for development of a model or models. An attempt was made to group programs by assessment of specific information accumulated and compared over a period of approximately a year. One "exercise" in this regard involved categorizing programs: 1) by similarity of target area and 2) emphasis of program (direct services versus indirect services). The content of this exercise is contained in appendix B. This exercise proved to be most frustrating as the 58 programs visited represented some 25 to 35 different types of programs. Programs within a section of the country, especially within states tended to have similarities. Similarities were influenced, however, by the nature of the funding source and/or the existence or non-existence of a state-wide plan. Sometimes this resulted in having what was designed as a big city program in a small town (and visa versa). With these complications it was most difficult to systematically categorize programs across the country. It was as a result of this process and other similar "exercises" that some important observations were made.

Target Area

The target area was probably the single most important factor in shaping the nature of a Youth Service Bureau. There are many factors which influence the character of a target area. For instance, if a college or university is located in the same area and is utilized, it has an influence on the character of program. If the area is a Model City Neighborhood area, this influences the character of program. If there is some visible or invisible political force regarding the program, this has an influence out of proportion to the population, socio-econimic conditions or other characteristics of the target area. It was noted that programs with county or multiple county target areas must deal with many agencies and multiple jurisdictions, and as a result of being everybody's program, they turn out to be nobody's program when it comes time to share cost and responsibility.

For evaluation purposes there is advantage to having target areas identified by census tracts. Programs that are exclusive by the nature of their location and services provided, and yet inclusive insofar as to who is accepted into the program, have an attraction both from the standpoint of program operation and evaluation.

Target areas that are specific, not too large geographically, and within the natural scope of only a few law enforcement and social agency jurisdictions have an advantage insofar as funding is concerned.

The exception to this rule is the suburban programs which have difficulty obtaining funding. The most frequently stated rationale is that children from these areas are not in jeopardy of the juvenile justice system as they do not go to court as often as children from core city neighborhoods.

Auspices

It is not important whether the auspices is private, public or some variation. What is important is whether the sponsoring body has enough power and/or commitment to see the program through. The establishment of youth service bureaus does in fact cause conflict situations and must have backing in the face of opposition committed to a traditional course of action.

Funding

The amount of funding depends on the target area and the complexity of program. The current rate of funding leaves considerable room for improvement, and more important, the funding needs to be stable. Programs which had reason to have even moderate assurance regarding funding were able to operate with more confidence and usually more effectively than programs in jeopardy of losing financial support.

Staff

Staff is the single most important ingredient - staff who are committed to the program. It is also important that they are concerned with and know the power structure of the community and seek to deal with it effectively. Staff indigenous to, or with special knowledge of, the target area are significant to a program's success. Part-time staff, partially paid staff, volunteer and clientele involvement in the implementation of the program are important considerations as this extends the opportunity for members of the community to be part of the youth service bureau.

Objectives

Effective programs were viewed as service agencies for people with special emphasis on providing service to youth. Objectives included having the community and its youth achieve competence in dealing with, and/or commanding resources to deal with, the development of youth as well as the problems of youth.

Program Content

Counseling is a service provided by most programs - but counseling must lead somewhere. Often it leads to individual casework and/or advocacy to work through a specific problem. Counseling obviously is not enough and access to other resources are necessary, e.g.

tutoring, medical aid, legal aid, housing, recreation, etc. Notably, these were services considered to be important by the clientele and were available in the more successful programs through referral or purchase of service, but most often as a direct service component of the youth service bureau.

The indirect services that a youth service bureau provides include planning, training, liaison, consultation, case conferences, information and referral, taking and helping others take a position to represent the needs of youth of the target community. Another aspect involves being a good host and being able to help others, both from within and outside the community, and have a good time. Notably, successful programs are known for having fairs, displays, open-houses, educational rap sessions, and other activities at which a broad cross section of the community can participate. The public relations plan is to enhance people to people communication and take full advantage of the public's inclination to help its youth.

By the very nature of the services they provide, youth service bureaus are not institutions with plush carpets, elaborate furniture and leather backed chairs. Because of this bureaus are at some disadvantage in dealing as equals with the hierarchy of business and government. A youth service bureau leader, or leaders, must have the tenacity, energy and charisma to deal effectively with the most powerful forces in the community and also relate to the least powerful and "socially primative" individuals and groups in the community. The goal is to pull together the various resources and services of the community in the interest of children and youth.

Effective youth service bureaus involve two necessary ingredients: effective programs, plus special knowledge about how to take advantage of the resources in the community, including working through the red-tape of governmental bureaucracy .... a good youth service bureau is program - plus "know how."

Source of Referral

Although funding sources stress referrals from local law enforcement, in the long run a balanced source of referrals seems most desirable as this gives some indication of a program's accessibility, appeal and credibility with both established agencies and youth. Programs with self-referrals, community referrals and parent referrals often reflect an informal process of adjudication in the community. In some cases, police and other agencies are unofficially part of this process.

Evaluation

There is nothing to indicate that programs with extensive research and evaluation components function more effectively than programs without them. There is a trend, however, for funding sources to require more each year in regard to evaluation. Programs able to meet this requirement most successfully usually: 1) have specified an evaluation plan in the development of their bureau; 2) have a specified target area and target group; 3) have a records keeping system which at a minimum accounts for the people receiving service and the type of services and activities of the bureau; 4) have specialty staff assigned to the task of evaluation and/or contract for such service from governmental or non-governmental organizations specializing in this function.

IMPLICATIONS FOR FURTHER RESEARCH AND DEMONSTRATION

Youth service bureaus in 1972 seem to be organizations pioneering transition - transition from traditional bureaucratic bound social institutions to a more flexible service system which recognizes that communities have differential needs and require special service delivery programs to resolve these needs. It is from this context that the following implications for further research emerged.

Youth Service System and Non-system

The programs studied usually had some link with the "establishment" through funding. During the process of the study it became evident that there are additional non-establishment "street programs" - such as free clinics, runaway houses, coffee houses, drop in centers, drug counseling programs, etc., which have similar goals and objectives and offer similar services. The number and nature of these programs should give some indication as to the extent of need and the type of services wanted by young people. These programs, like many youth service bureaus, are alternatives to existing traditional institutions and as such are a part of the youth service system (or non-system). A thorough assessment of the role and impact of these alternative programs is required in order to realistically plan programs which fit into a total complex, supplement, and in some instances change the systems and non-systems involved in the delivery of services to youth.

Cost Effectiveness

It has not been the trend for programs to prepare proposals on the basis of cost effectiveness. A cost effectiveness model would require a comprehensive systems analysis of current practices to determine what is now expended to process a young person in the current system. This would involve accounting for many factors, i.e. the cost of police, probation, court, incarceration, special schools, welfare, medical expenses, legal expenses, strain on others, etc. It would be necessary to consider long range implications as well as immediate costs. In addition, to determine cost effectiveness nationally it would require accounting for differing approaches throughout the country. Such a model is necessarily complex and cannot be implemented on a short term basis by a few people; however, as indicated in some detail in the President's Crime Commission Report, the technology for such an approach is available.[37]

Such an approach does put components of a system in perspective. It also offers the potential to demonstrate the value of investing in service programs which emphasize youth development and delinquency prevention as an alternative to processing in the traditional criminal justice system.

Self-Referrals

The authenticity of programs diverting from the system has often been on the basis of the number of referrals from law enforcement and other official sources. The number of self-referrals and referrals from parents, friends and, in general, the referrals from non-official sources has been higher than anticipated, and this phenomena needs study and analysis.

Girls

The number of females making use of youth service bureaus points up that more consideration needs to be given in regard to developing programs for girls and research in this regard should be pursued.

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[37] *Challenge of Crime in A Free Society*. President's Comm. on L.E. p 262.

Runaways

Runaway was a significant primary reason for referral and in addition was often a factor in other reported behavior problems. Problems to be considered are not only in regard to the young people who run away but in regard to the programs which provide services to them. Official (and un-official) programs are often hampered by threats of legal suits in regard to their actions as good samaritans. Yet there is little known as to how well grounded these fears are or how they might be resolved. The options left to young people and to some of the programs which want to help them is to engage in "forbidden" if not illegal solutions.

Legal issues are often issues by rumor rather than by fact. We need to know how often "good samaritans" are taken to court for "contributing to the delinquency of a minor." We need to know how often "good samaritans" are sued for negligence as a result of having a youth they have helped become injured or be killed. We need to know if it is possible to change the law and/or have liability insurance for such circumstances.

Suburbs

It was noted during the study that youth service bureaus in suburban areas are used extensively by needy young people in trouble - runaways, drug users, school drop-outs, etc. However, hardly any of these young people show up in crime and delinquency statistics of the criminal justice system. Typically, programs in the suburbs must struggle for funding as they are not considered to be prime target areas. To limit youth service bureaus to the objective of diverting from the criminal justice system on the basis of traditional criteria is to ignore a tremendous and growing need of a large part of the nation.

Funding

The most overwhelming need of youth service bureaus is in regard to stable and adequate funding. Multi-year funding is necessary if we are to know whether youth service bureaus do have a place in the youth services system. Revenue sharing methods from the federal government are suggested.

CHAPTER IX

THUMBNAIL SKETCHES

BRIEF DESCRIPTIONS OF 58 PROGRAMS
NATIONAL STUDY OF YOUTH SERVICE BUREAUS

The following "thumbnail" sketches of programs visited are not of equal length as each program was not observed to the same extent. Only the highlights insofar as location, target area, staff, program objectives, principle services and style of operation are touched upon. The intent is to give some "feel" as to some of the programs identified with the Youth Service Bureau movement in 1971-72.

NEW ENGLAND STATES

CONNECTICUT
- Bridgeport
- Glastonbury

MASSACHUSETTS
- Cambridge
- New Bedford
- Worcester

RHODE ISLAND
- Providence

Hall Neighborhood House
  Youth Service Bureau
52 Green Street
Bridgeport, Connecticut 06608

Established - 50+ years ago
Major Federal Funding -
  LEAA, MC

This program is located across the freeway and across the tracks from downtown Bridgeport in a predominately Black, Puerto Rican area known as the East Side. It is an extremely depressed area consisting of dilapidated buildings, vacant lots, empty stores and low income molded, brick housing units. The streets are crowded with people milling around trying to get through the day. The Youth Service Bureau is under the auspices of The Hall Neighborhood Center which has been located in, and provided services to, the community for approximately 50 years. As such, the bureau is not viewed as a new agency, but rather as an extension of services provided by the Neighborhood Center. The staff are all indigenous to the area. The Director was born and raised in the East Side and was an outstanding athlete in his high school years. The older members of the community refer to him as an example the youngsters should follow. He knows everyone in the area and without exception everyone in the area that he comes in contact with he stops, gives advice; passes the time of day. He is a person that simply eminates charisma. Whether or not he would have the same appeal in another area is problematical, but in the East Side of Bridgeport he is definitely a pied piper. His staff are the same type of warm, gut level feeling people who seem to be hung up on only one cause - and that is being of service to the citizens, young and old, in their community.

As to program procedure, anything that works is the methodology they use. They have one staff member who appears each day in juvenile court to stand up for youngsters they feel they can help. Many referrals are received from the court through this method. They have a close, informal working relationship with the schools. The schools, in fact, view the bureau staff as being part of their counseling program. The counseling observed was "straight out shoulder to shoulder; eye ball to eye ball." They have numerous recreational programs and they also make numerous field trips out of the area on weekends for cultural enrichment. It is difficult to pinpoint any one aspect of uniqueness. The type of staff and their techniques is one aspect, but more than that is the absence of concern over future funding and survival. They are not really concerned about tommorow. For them that's too far away. It's today that counts and they're making use of every moment.

Glastonbury Youth Service Bureau
2438 Main Street
Glastonbury, Connecticut 06033

Established - March 1970
Major Federal Funding - LEAA

The town of Glastonbury is a sprawling upper middle class area of approximately 25,000 people. The downtown area consists of a few small businesses, including a service station, a restaurant and a Post Office. The Youth Service Bureau is centrally located in the downtown area in what was formerly a post office. The Bureau is appropriately known to the citizens of the community as the "Post." The building itself is in a poor state of repair and will soon be torn down for redevelopment. There is a large interior section and a few small offices. The interior walls are covered with topical posters and other forms of self-expression. The Bureau also has access to an old three story wooden YMCA building that is located nearby. This building is used for private counseling, group sessions and tutoring.

At the time of the visit, the only full time professional staff member was the Director. He enjoys a favorable reputation with Bureau clients as well as with other members of the community. He converses with everyone he comes in contact with in an open, friendly manner that suggests general acceptance. He dresses in a style similar to the youth that frequent the Bureau. In essence, the clientele consists of youngsters who are experiencing self-identity problems and are acting out against society - by dropping out. The main services provided are individual counseling, group counseling and family counseling. In addition to this, the Bureau provides a great deal of recreational type programs such as rock concerts, evening movies and coffee-house rap sessions. Recently the Bureau conducted a "free school." The subject matter presented ranged from organic farming to philosophy.

Cambridge Youth Resources Bureau
930 Massachusetts Avenue
Cambridge, Massachusetts 02138

Established - August 1970
Major Federal Funding - LEAA

The Cambridge Resource Bureau is located in a core city area that is immediately adjacent to Harvard University. The Youth Resources Bureau building stands out from the other structures in the immediate area as it is fairly new by comparison, is of sound construction and in good state of repair. Offices are large and appear adequate for staff needs.

There is a staff of 36. Objectives of the program are listed as 1) offering alternatives to the juvenile justice system, 2) providing young people input into situations that have consequences for their own life and 3) developing neighborhood based prevention programs by providing technical assistance and consultation to neighborhood groups and, when feasible, being a conduit of funds to these groups. The major purpose at this time seems to be on objective number two. This objective is being carried out by the youth advocate staff, who seem to have a considerable impact on program. The youth advocates (official title - detached workers) have assumed an advocacy role in working with their clients. Their style tends to challenge the establishment.

Another main service provided by the Youth Resources Bureau core staff (those who operate out of the Bureau office) is rap sessions with youth from around the University who frequent the facility. The majority of referrals are self-referrals.

New Bedford Youth Resource Agency
558 Pleasant Street
New Bedford, Massachusetts 02740

Established - April 1970
Major Federal Funding -
LEAA, MC

New Bedford has a population of approximately 104,000 people. It is a multi-ethnic community. The bureau is located in a professional building in the downtown section of New Bedford. Because their target group is heterogenous, they purposely picked an office site that would be on "neutral ground."

The objectives of the program include delinquency prevention and mobilization of services for rehabilitation of juvenile delinquents and their families. The target group is youngsters between the ages of 7 to 17 who are pre-delinquent. The Bureau has a professional staff that supervises para-professionals who are indigenous to a specific target area and who in turn provide direct service to clients. Services provided include individual counseling, group counseling, and referral services with follow-up to the referring agency in order to assure that the services are provided.

The most unique aspect of the program is the young staff indigenous to the area. They do have a good working relationship with the people at the neighborhood level.

Worcester Youth Resources Bureau
9 Walnut Street, Room 230
Worcester, Massachusetts 01608

Established - April 1971
Major Federal Funding - LEAA

Worcester is essentially an industrial city of approximately 200,000 population. The town has a high unemployment rate and a multiplicity of social problems, i.e. one parent families living on welfare, high delinquency rate, depressed residential area, etc. The Bureau is currently located in a professional building in a business section of town. They have approximately 1,200 square feet of space. The space is crowded but functional.

The primary objective of the Youth Resources Bureau is to divert young people from the juvenile justice system. The target group is pre-delinquent, 7 to 17 years, from Worcester and the 12 surrounding towns served by the Worcester Juvenile Court District. The three sub-objectives are: direct services to individual youth referred to Youth Resource Bureau as pre-delinquent; coordination of agencies serving youth; and advocacy for youth to effect change in systems affecting youth.

An example of how the program operates was recorded by the on-site consultant: "I accompanied staff members on home visits. One was an initial referral from school. The worker immediately established rapport with the mother and the two daughters who were experiencing difficulty with adjusting in school. In the course of the interview, the worker also learned that there was another child on drugs. After listening to the problem, without giving advice, she assured the mother and two daughters that she would contact the school and assist them in working through their problems. She also told the mother that she would contact the drug clinic and request assistance for her other daughter and would follow-up to see that the drug clinic made contact. The mother was obviously relieved that she had finally found someone who was going to help."

The Worcester Youth Resources Bureau provides direct service for short term crisis intervention but primarily emphasizes the case conference approach to achieve agency coordination. By design, the Bureau has maintained a low profile during the initial implementation of their program. As a result, they have established a very positive relationship with the majority of key agencies in the target area. However, their services are not widely known by the total community. They have developed a sound model and one that is not viewed as being in competition with other youth serving agencies.

Rhode Island Youth Service Bureau
321 Amherst Street
Providence, Rhode Island 02909

Established - June 1969
Major Federal Funding - HEW

The Rhode Island Youth Service Bureau is under the auspices of the State of Rhode Island, Department of Social and Rehabilitative Services, Division of Juvenile Probation and Parole. They have a central office in Providence and five branch offices. The Director is a former Probation Officer who is most knowledgeable about the realities for funding a Youth Service Bureau as well as the necessity for having working relationships with the key people.

The objectives of the program are listed as being 1) pre-referral prevention, 2) counseling, 3) early identification of delinquents; 4) the coordination of community resources for controling juvenile delinquency. The main services are carried out by a staff of 12 youth aides. The majority of staff are between the ages of 20 and 25 and are indigenous to the locale in which they work. At the present time, 8 of the 12 aides have college degrees. Their working hours are from 2-pm to 10-pm. These working hours receive a great deal of attention as they are apparently the only youth serving agency in the area that works in the evening. The bureau enjoys a favorable reputation with the Court system in Providence as well as the Providence Police Department.

The major reasons for referral at the time of review were job problems, followed by family problems. When a referral is received, the youth aide conducts an initial interview and fills out a social history form that is computerized for evaluation purposes. They then assess the problem as they view it and provide whatever services they feel are needed. Although there are few referrals from the Court, special consideration is given to the referrals and progress reports made to the Judge. Workers tend to operate in a manner that is fairly traditional to probation supervision.

MID-ATLANTIC STATES

MARYLAND
- Fairmont Heights
- Hughesville

NEW JERSEY
- Middleton

NEW YORK
- Bronx
- New York

PENNSYLVANIA
- Shamokin

Roving Youth Leaders
717 60th Place, N. E.
Fairmont Heights, Maryland 20027

Established - October 1970
Major Federal Funding -
LEAA, MC

Roving Youth Leaders is located in Fairmont Heights, a totally Black municipality of 3,400 people immediately adjacent to Washington, D.C. Most of the community is residential, with a majority of the homes detached single family dwellings. The offices of the program consist of two rooms in the basement of the town hall. They also use the town hall's auditorium for Saturday movies, dances and basketball. Program staff consist of the director, five roving leaders and five roving leader aides. One of the roving leaders is a full time employee; the other staff are part time workers whose occupations include teacher, professioanl athlete and medical student. Each leader aide, a high school student, is assigned to a roving leader.

Objectives include directing juveniles away from drug use; providing counseling and referral services; training programs which would direct juveniles toward acceptable standards of social conduct and away from crime; and acting as a third party in contact with school authorities and juveniles in instances where the parents or guardians are unwilling to act. The services provided are numerous: crafts classes, sports programs, job referral, aiding youth in entering college, distributing Christmas baskets, trips, interceding with schools, a hot line; drug counseling. There is also a referral service with follow-up. The program keeps no formal records. There is flexibility and spontaneity which are perhaps the unique aspects of the program.

Tri-County Youth Service Bureau
Box 101
Hughesville, Maryland 20637

Established - February 1971
Major Federal Funding - LEAA

The Tri-County Youth Service Bureau is located in a house surrounded by trees on a hill overlooking the highway. The site is close to where the three participating counties' borders meet. The population of this area is approximately 112,000 spread through rural tobacco growing areas and small towns. Because of the dispersed population and the lack of transportation, the bureau operates three "field clinics" one afternoon a week in churches and other locations. The characteristics of the staff represent a blend of styles and abilities. Most of the professional staff are under 30.

The objectives are to provide services to youth either directly or by linking them to other agencies, to develop resources in the community to help fill unmet needs of youngsters and to help modify community and institutional practices that seem to be detrimental to the development of young people. The main services are diagnosis, evaluation and counseling. The bureau does a substantial amount of testing. The bureau also provides individual, family and group counseling. One special program called OHPO stands for Offenders Helping Potential Offenders. It utilizes correctional camp inmates as group leaders in conjunction with bureau staff in counseling boys who have been referred to the program. One evening a week, inmates are driven to the bureau's offices where they participate in leading group counseling. Bureau staff meet with the inmates between sessions to review what has happened. The bureau had initially received referrals from agencies, especially schools and juvenile services (probation). Reaching out to the community through its field clinic, the bureau is encouraging more self-referrals. Staff use non-directive, short term counseling and are concerned with the client's present behavior.

Youth Service Bureau
Middleton Township
Town Hall
Middleton, New Jersey 07748

Established - July 1966
Major Federal Funding - LEAA

Middleton, New Jersey is located some 40 miles from New York and most of its suburban residents commute either to New York City or New Jersey on a daily basis. The Township population is approximately 55,000.

The Middleton New Jersey Youth Service Bureau is located in a working class area which is now undergoing considerable physical improvements because of the availability of Model Cities money and the labors of the Army Corps of Engineers. The Youth Service Bureau building is a gymnasium. It is essentially a recreational program built around a core of long term programs affiliated with the Boys Clubs of America. Some counseling service is available and they also have a beginning of an arts and crafts therapy program. However, to date, the recreational component has dominated this program.

Neighborhood Youth Diversion Program
1933 Washington Avenue
Bronx, New York 10457

Established - November 1970
Major Federal Funding - LEAA

The Bronx project is located in the second largest Puerto Rican-Black ghetto in New York. Some 250,000 people live in a 20 square block area with primary housing being the slum. The unemployment rate approximates 50 or 60 percent. There is garbage on the streets, a nauseous smell in the air, open drug peddling, open prostitution; masses of people, automobiles, delivery trucks, vendors' push carts, children playing in the street, etc. The building that houses the program is about one half block long, one half block deep and four stories high. It is dilapidated, condemned and slated for destruction by the city of New York. The people of the area are highly mobile. Large numbers of people are moving about 24 hours a day.

This project has the backing of L.E.A.A., the Police Department, the Probation Office and the Consultation Services of Fordham University and Vera Institute. The program is affiliated with the New York Probation Department and every referral comes from the family court of New York. There is a recreational element that is open to all the youth, but only those who are referred from the court are involved in the program's full casework services.

The most unique aspect of the project is the FORUM. The idea of the Forum is that indigenous workers who know the problems and who have had minimal training in conciliation and arbitration techniques can help resolve interpersonal and family problems without relying on the formal judicial system. Operationally, the Forum is composed of three "judges." A judge is an indigenous person who has been specifically trained by the project to hear cases much like the judge in the judicial system. The problem is discussed by the youth, the youth's parents and the youth's advocate (caseworker), and a disposition is reached with agreements that both parties state they will abide by. The matter is then continued for a follow-up hearing as to how the disposition worked out.

Wiltwyck Brooklyn Center
260 Park Avenue South
New York, New York 10010

Established - July 1971
Major Federal Funding -
HEW, LEAA

The Brooklyn Community Project is a program of the Wiltywck School for Boys, Inc. The school itself is a 24 hour secure, privately owned and operated institution that receives youngsters from the Juvenile Court on a state wide basis. At the time of our visit, the program had just started and was not totally functional. The operational staff were also in the process of moving from a Park Avenue address to newly obtained quarters located in the very center of the target area, the Bedford Styvesant Black-Puerto Rican ghetto. The program is comprehensive. Program elements include counseling service, recreation, tutoring (with some prospects for a full time school), homemaking, out-reach program, a recreational program, a visiting nurse and a research and evaluation component. Staff consists of both highly educated, experienced professional and indigenous staff who have minimal education in a formal sense but who know the target area and its problems from their own personal experience. There is considerable community support from community agencies such as police and probation.

Northumberland County
Youth Service Bureau
520 North Rock Street
Shamokin, Pennsylvania 17872

Established - April 1971
Major Federal Funding - HEW

This Youth Service Bureau is located in the downtown business district of Shamokin, in the shadow of the world's largest anthracite slag heap. Shamokin, a mining town of 14,000, is losing population. The entire county is the target area and has a population of nearly 100,000.

The Bureau has a staff of five people, all located in one room. Most of the staff are under 30. The Northumberland County Youth Service Bureau sees its role chiefly as developing new services as an alternative to adjudication. The main service provided is counseling to youth who are referred by other agenices. There is also some group counseling and the bureau sponsors the help-line. This telephone service provides access to help for self-referrals. It is manned by volunteers. The Bureau also refers to other agencies, particularly for diagnosis or for out-of-home placement. Previously, the only community referrals were in regard to child welfare. One advantage of the Youth Service Bureau is that it can focus on youth. In addition, the bureau's unofficial status gives it a pipeline to the drug culture and a capacity for trust among youth.

SOUTHERN STATES

ARKANSAS

- Morrilton

KENTUCKY

- Bowling Green
- Louisville

MISSISSIPPI

- Jackson

NORTH CAROLINA

- Greensboro
- Winston-Salem

VIRGINIA

- Norfolk

3

Petit Jean Comprehensive Juvenile Services
501 North St. Joseph Street
Morrilton, Arkansas 72110

Established - May 1971
Major Federal Funding - LEAA

Morrilton is located in Conway County Arkansas. The population of the county is 60,600. The project is now in the process of expanding to include Van Buren County, population 7,900, and Perry County, population 5,900. These three counties are all located near Petit Jean Mountains for which the project is named. Project offices are located in the same building with Mental Health Services and the program is functionally connected with Youth Services.

The Project Director claimes 60% of her time with the project and the remaining 40% with Mental Health Services. Her background is in social work and she is a long time resident of the area. She knows everyone - the judges, the police, etc. Other staff include the Executive Director, Case Workers and Secretary. The main objective of the program is to reduce delinquency in the three county area. Functional objectives of the project is what the project staff call "resource management." The main approach is to identify client needs and to locate services that are available to filling needs. The most unique aspect of the program seems to be that it offers alternatives where none existed. This has made impact on a rural area where there has been little progress for a long time. If we look at the project as an alternative for the courts, a new reservoir has developed to divert cases out of the system.

Bowling Green Youth Bureau
630 Fairview Avenue
Bowling Green, Kentucky 42101

Established - July 1970
Major Federal Funding -
MC, LEAA

Bowling Green is a small town located about 120 miles south of Louisville. Western Kentucky University is located nearby, in the center of town. The town does not have enough of an identity with a large city to be classified as suburban, yet it is not typically rural because of the college. The Bowling Green Youth Bureau is a part of the Model Cities program and the project offices are located in the same building with that agency. The project, in addition to the offices, operates a Youth Center on the west side of town, a section in which poor white residents live in large numbers. Since the project offices are located near the Black area and since the Youth Center is located in a White section of town, there is a racial separation of program.

The Project Director is Black. At the beginning of the project, he and one other Black staff member attempted to work in the poor White area by themselves. They had difficulties. Not only were they not effective, but they considered themselves to be in considerable danger. Consequently, the Director hired a White staff member who has the responsibility for program services in the White area. In the beginning, considerable time was spent by staff working through their own attitudes and differences. As they began to work these problems through and began to move out into the community, their personal resolution of conflicts began to be reflected in their work with and in the community. They were able to function as a team and as an integrated force in the community. Black staff accompanied the White staff into the White areas and visa versa. People are so accustomed to seeing them together that they have become known in the town as the Mod Squad of Bowling Green. The project provides services of individual counseling; taking referrals from school; working with the police department; and working very closely with the courts. They also utilize volunteers from the university. The main approach of the project is to develop an understanding between the child and individual or group with whom the child is having difficulty. Examples would include agreements between the teacher and the child; or between the parents and the child; or between the parents and the courts.

Russell Youth Service Bureau
1623 West Chestnut Street
Louisville, Kentucky 40203

Established - March 1971
Major Federal Funding - LEAA

The project Director has her offices in an old building which houses the Russell Area Neighborhood Council. Down the street in an old building, converted from a large residence, is the project activities center. The center has about 2,500 square feet. Many activities take place at other locations such as churches, schools, housing developments and a center called The Plymouth House. The target area for the project is located in a very old part of town, entirely Black. The target group is 13 to 16 year olds who are first or minor offenders referred from Juvenile Court and schools.

Staff of the program include a project Director (part time), the diagnostic social worker, two detached workers and other part time staff assigned from the Metropolitan Social Service Department. The stated objectives are oriented toward reduction of juvenile delinquency and are tied in with the formal agency organization of the city. Another underlying objective is the improvement of the status of Blacks in Louisville.

The project receives referrals from schools, social service agencies, parents and neighborhood residents at large. At intake the youngster is interviewed by the diagnostic social worker. The most intensive service is provided for that group of youngsters who are in trouble with the law or who have serious problems. The next group are those children who are on the verge of getting into trouble or who have school problems, and the third group consists of those who apply for membership in the program of their own volition. In addition to direct services, the project functions as a local drop-in center for the neighborhood. Children from the local school stop by and use the pool table or engage in other recreational activities at the center.

The Bureau also ties into other programs in the community. For example, if the church conducts a group activity, the project staff assist in the organization of the activities; if a committee is meeting in a housing development to develop recreational programs for youth, the Bureau staff will be represented at the meeting.

Tri-County Community Center
323 Rose Street
Jackson, Mississippi 39203

Established - July 1970
Major Federal Funding - HEW

The project offices are located in a Black neighborhood in the city of Jackson. The building is a large, old converted residence. The project offices are fairly accessible to those participants who live in the Black area of Jackson. The project serves the counties of Hinds, Madison and Rankin. The city of Jackson is the most populated area. The total population in the target area is 481,669. Not far from the project offices is Jackson State College, which a few years ago was the site of a major student disturbance. The effects of this incident are still evident.

The Project Coordinator was the originator of the program and the one who brought everyone together to plan the project. In addition, there is a program director and four counselors. The project has two sets of objectives. The first set is formulized and is contained in the project literature. This is to reduce and prevent delinquent youth from becoming alienated; to institute a new strategy for the reduction and prevention of youth drop outs from school and society; to teach delinquents good grooming habits, effective use of language, and respect for others. The second set of objectives is the one that seems real. This includes advocacy, health and educational opportunities. In addition to the formal project objective, the funding source has imposed a requirement for the project that it demonstrate a reduction of delinquency in the target area by 2%.

The principal activity for the project is counseling. This is usually on a one-to-one basis in the clients' home. Most of the referrals for counseling comes from youth court and from the schools. The project has a limited volunteer program with plans to expand considerably. There is considerable resource of volunteer manpower from Jackson State College. Presently a few volunteers are used in tutoring. Most of the formal casework services are coordinated through the Jackson-Hinds Comprehensive Health Service. The project operates directly with this agency, taking its youngsters there for psychiatric work, health service and family service.

There are special problems in that the state of Mississippi contends that it has the right to control Federal money coming into Mississippi for programs. Because the project derives its funds directly from the Federal government and does not go through the state, the existence of the project has been challenged by the state. As a result, a law suit has been filed by the state against the project. The project has consequently filed a counter suit against the state. As a result of all the problems which the project has encountered, the energy necessary to deal with the political situation has almost become a component. The very fact that the project is "out there" seems to challenge the status quo of government. It is unique that the project has been able to survive under the opposition that it has faced.

Youth Crisis Center, Inc.
1119 North West Street
Jackson, Mississippi 39202

Established - May 1971
Major Federal Funding - LEAA

The Youth Crisis Center is located in the main section of the city of Jackson. It is only a short distance from the downtown area. The neighborhood is very old, clean and would probably now be called a lower middle class neighborhood. It was once an exclusive part of town. Geographically, the center is in a good location to attract youth on a drop in basis. The structure is quaint and formal.

There are only three paid staff members in the project - the Project Director and the couple who stay at the Center. The Youth Crisis Center is primarily a runaway house for youngsters. Those in trouble may stay for up to five days. The only requirement while they are at the center is that they do not leave the house. While there is some direct counseling available, the main function of the project is to contact one or more of the professional volunteers to work with the child during his stay at the house and also after he leaves. These volunteer services include doctors, social workers, psychiatrists and attorneys.

Youth Services of Greensboro, Inc.
225 North Green
Greensboro, North Carolina 27402

Established - May 1971
Major Federal Funding - LEAA

The Youth Service Bureau of Greensboro, Inc. is located in the downtown area, across the street from the City Hall and the Police Station, of this city of 145,000. It is up a steep flight of stairs in a very austere, model office building. The entire Bureau consists of one room.

Greensboro Youth Services has a full time staff of 4 people and a part time staff of 2. This includes the Director, counselors and a receptionist on a full time basis. They have 2 administrative assistants on a part time basis. Three of the staff members are Black and three are White. The purpose of the program is "To offer an alternative from the Court to the Police Department, schools, individuals and other organizations involved with youth; to conduct studies, assemble data, and prepare factual plans to combat juvenile delinquency; and to mobilize resources in the community to implement such plans."

The primary service that this bureau provides is counseling, long term if necessary. Runaways are one problem that has increased dramatically in this community in the last couple of years, hence it has become a paramount concern. The Bureau maintains normal office hours, but the availability is greatly magnified by the staff's willingness to respond immediately at any hour of any day to a call for help. Factors in the appeal that this program has for clients include confidentiality of service, a place of their own for youth and a trusted staff. Bureau staff do not take any action without the young person's knowledge, and this includes referral to Court. Staff shows the client various alternatives and lets him make the decisions. If the protection of the court is needed, such as in cases of child abuse, the client is made aware of the ramifications of court procedure and he is urged to make the decision regarding referral for himself. Bureau staff will accompany him to Court, however. In addition to counseling, the Bureau uses student volunteers to work in area service centers for group activities and for Big Brother and Big Sister relationships. The bureau has also started its own long haired Boy Scout Troup and are systematically involving youth in their Advisory Board and in decision making.

Youth Service Bureau of
Wake Forest University
110 North Hawthorne Road
Winston-Salem, North Carolina 27104

Established - February 1969
Major Federal Funding - MC

The Youth Service Bureau of Wake Forest University is located in a residential/commercial neighborhood on the periphery of the Model Cities neighborhood area. All of the rooms in the house are used for offices for program staff. The Bureau has a staff of 7, but they do not concentrate on providing direct services. In a sense, the Bureau's primary clients are other agencies and organizations. The focus is on developing youth opportunities by providing leadership and coordinated planning. The Bureau involves both adults and youth in planning and problem solving. The basis for developing a comprehinsive community wide approach in coordinated planning was an inventory of youth services and programs. The study includes a listing of young people's attitudes toward the services.

The Bureau operates two special projects. Project Turnaround focuses on systems change in schools. In an attempt to bridge the gap between the community and the schools, this program coordinates a team of eight agency and school personnel committed to developing a more positive and creative learning experience for children in an effort to reduce truancy. The other special project, Project Return, works with young prison inmates, 16 through 24. Project Return helps maintain or develop clear ties with the community, particularly family contacts and jobs. The Bureau finds its continued existence threatened because of the difficulty of demonstrating tangible results when only indirect services are provided.

PROJECT CAST
1015 East Princess Anne Road
Norfolk, Virginia 23504

Established - April 1971
Major Federal Funding -
LEAA, HEW, MC

The Community Adjustment Services and Treatment Bureau is located in an inner-city neighborhood characterized by vast areas of vacant land where houses have been torn down to eventually be replaced by new residences. The street where PROJECT CAST has its offices is mainly used for light industry. The front of the building houses five other social and health agencies. The staff numbers about 14. Most of the staff are under 30 and there is an equal proportion of black and white staff members. Articulated program objectives include preventing deviant behavior and curtailing recidivism, particularly through the family, through intensive counseling and job placement.

The main services provided by the program are intake, field supervision services, job placement, and individual, family and group counseling. In addition, teachers work as part time "probation counselors" in three schools. A shelter-care facility is also scheduled to be in operation soon. The project serves both juveniles and adults. The program has extended office hours. They are open to 11 p.m. each evening and also from 9 a.m. to 5 p.m. on Saturday. PROJECT CAST was set up under the auspices of the court. The program combines both prevention and control programs. Coordinating existing resources does not appear to be a primary focus of the project although there is some interest in developing a system to make more referrals to adjacent resources. Delivering established services in new ways and developing new services seems to be more central to this program's activities.

SOUTH-WESTERN STATES

OKLAHOMA

- Tulsa

NEW MEXICO

- Las Cruces

TEXAS

- El Paso
- Fort Worth
- San Angelo
- San Antonio

Youth Services of Tulsa
22 East Fifth Street
Tulsa, Oklahoma 74103

Established - October 1969
Major Federal Funding - LEAA

The offices of the Youth Services of Tulsa are located in a small commercial building shared with several other small social service agencies on the fringe of the commercial center of Tulsa. The paid staff of the bureau consists of the director, two social workers and a secretary. They recruit, train and supervise 125 volunteers. The objective of the program is the prevention of delinquency. The Youth Services of Tulsa accepts referral of children, who are both "acting out" or involved in minor infractions of the law, from law enforcement agencies, courts, parents, schools and other sources.

The program is based upon the concept of a one-to-one counseling relationship. Each new case is evaluated by the casework supervisor or the social worker. At this point, the case is either closed at intake, referred to another agency or assigned to an appropriate volunteer for a one-to-one counseling relationship.

Volunteers are recruited through various means, e.g. newspaper stories, spot T.V. announcements, local ministers who make appeals to their congregations, service club speeches and the efforts of the volunteers themselves who recruit from friends and acquaintances.

Each volunteer is screened by the Casework Supervisor. The screening includes an interview and a short psychological inventory designed to screen out persons with an unusual need to control or dominate others. Each volunteer accepted into the program must have 40 hours of training during the first three months of their work and 20 hours of training during each subsequent year.

The program also makes use of local resources. During the year 1971, they used a total of 32 different agencies as resources for their clients, including 26 referrals to the Family and Children Services; 15 to the Neighborhood Counseling Service; 7 to the Children's Medical Center; 2 to Legal Aid; etc.

Council for Youth	Established - 1967
1018 North Mesquite	Major Federal Funding - LEAA
Las Cruces, New Mexico 88001	

This program is located in a barrio and housed in the former home of the local parish priest. The facility includes what was originally a three bedroom house and a semi-detached two-room addition in the back. The three bedrooms of the main structure have been converted into four-bed dormitories. The staff consists of the Director, the outreach supervisor, a social worker, an outreach worker and a secretary. The residential aspect of the program has a program supervisor and four counselors and a cook. In addition, a number of people volunteer their services. A number of University of New Mexico graduate students are involved in the program in evaluation, tutoring, recreational supervision and counseling.

The stated goals of the program are to prevent, treat and control juvenile delinquency; to coordinate existing community efforts; to create and promote needed services not in existance in the community. This program has three major components. It is a licensed 24 hour child care facility with a capacity for 11 (at the time of the visit there were 11 boys ranging in age from 9 to 17). A day care program provides a place for youngsters having behavior problems at school. The outreach program serves 45 active cases, some of whom have completed the residential program, who are in jeopardy of becoming delinquent and who have been referred by other agencies and parents.

The program evolved out of a strictly residential program and provides a resource not available to other Youth Service Bureaus. The Council can provide emergency shelter for runaways and other youngsters who have no place to stay. Supervised recreation and educational tutoring are integral parts of the program. The Council is expanding its program to meet other needs of youth in the community.

Youth Services Bureau of El Paso
120 South Campbell
El Paso, Texas 79901

Established - July 1971
Major Federal Funding - LEAA

El Paso, Texas is a city of nearly 350,000 with the City of Juarez, Mexico (population 450,000) right across the border. The offices of the Youth Services Bureau are located in the basement of the City of El Paso's office annex. These offices total about 700 square feet and the Bureau has the use of an adjoining conference room. A hot-line component is located at another address nearby. The core staff consist of the director and his secretary. The hot-line operates as a somewhat independent operation. In addition, salary allocations have been established for a recreation assistant, a psychiatrist and off-duty law enforcement agents. The Bureau receives in-kind contributions from nine different city or governmental agencies and the assistance of six part-time work-study students from the University of El Paso. These work-study students act as counselors for clients of the bureau.

The objective of the program is diversion of youth from the criminal justice system. The City of El Paso expects the Youth Services Bureau to serve as a referral agency for troubled youth and as an information center on all matters affecting youth.

The current Director was formerly the Youth Affairs Assistant to the Mayor of El Paso. He has many contacts in the community and has developed a kind of brokerage firm for youth action and service programs in the community. The bureau administers a broad range of different programs, for instance - youth job campaign, youth police dialogues, youth patrol (ride-along program with police), hot-line; youth-police recreation program. The bureau has a counseling program for dropouts. The court requires all juveniles applying for a permit to leave school to first contact the Youth Services Bureau and explain their situation. The court will not issue a permit to leave school to any youngster who has not received a recommendation from the Bureau. This counseling program attempts to get at the reasons behind the youngster's request to leave school and very often referrals are made to agencies that solve the underlying problems or if the solution appears to involve a need for work, referrals are made to employers or other agencies that can facilitate employment.

Youth Service Bureau of
Tarrant County
1622 Rodgers Road
Fort Worth, Texas 76107

Established - October 1970
Major Federal Funding - LEAA

The office of this project is a 2,000 square foot, single story building, located in a commercial district southwest of downtown Fort Worth. The target area includes all of Tarrant County with no heavy concentration of clients in any one area. The population of Tarrant County is 762,000 people, with the main concentration of population in the Fort Worth metropolitan area.

The staff consists of the director, assistant director, six youth coordinators, research and clerical staff. In addition there are volunteers who provide services in research, counseling and technical assistance. The staff are for the most part young; tri-racial (Caucasian, Black, Mexican-American). The objectives of the Bureau are to help prevent juvenile delinquency and to help young people grow - physically, mentally and emotionally. Other objectives include identification of the needs of young people in the community for the purpose of coordinating existing agencies to fill in the gaps in service to youngsters and by acting as a catalyst to assist in stimulating and developing the youth serving resources.

The people who originated the program were from the Urban Ministry, a Lutheran organization. As a result of this beginning, the Bureau emphasizes its relationship with non-traditional, non-public, youth serving agencies in the community. The operators of youth hostels, crash pads and counseling services have complete confidence in the Bureau staff, as do the Bureau's clients. The most unique aspect of the program is its ability to maintain working relationships with traditional agencies, such as schools and Police while at the same time establishing and maintaining excellent rapport with the troubled youth in the community and with private, youth oriented agencies. The primary services consist of outreach crisis intervention services. Youth counselors attempt to understand each client's problem and make a referral to the most appropriate agency. In addition, the Youth Coordinators provide needed direct services themselves due to gaps in service available in the area. Direct services include individual counseling, family counseling, placement services, job hunting, etc. The Youth Coordinators of this Bureau have something special to offer and that is their knowledge and working relationships with the new youth culture resources on the streets and in the community. The Youth Coordinators do come up with compatable places to stay the night or live a while for the troubled young person and they put their clients in touch with people they can accept and who will accept them.

Youth Services and Resource
  Bureau, Inc.
501 Trust Building
San Angelo, Texas 76901

Established - January 1970
Major Federal Funding - LEAA

This program is located in four rooms on the fifth floor of a building in downtown San Angelo. The Bureau serves a 15 county region of approximately 4,500 square miles, population 108,000. San Angelo itself contains approximately three-fourths of the total population. The project staff consists of the Director, a full time counselor, two part time counselor aides, an administrative secretary-bookkeeper and ten unpaid volunteers.

The objective of the program is diversion of youth from the criminal justice system. Primarily, the Bureau attempts to do this by coordination and development of youth serving resources in the community. The Bureau uses various community organization techniques to improve the coordination and development of community resources for youth. It has sponsored conferences and training workshops among the community agencies serving youth. It compiled a directory of community services for San Angelo and had it printed as a public service by the local Telephone Corporation. Secondarily the Bureau provides services to youth in crisis situations. The young client is first interviewed by the director or counselor who makes brief notes and then assigns the case to a volunteer for follow-up and/or referral to an appropriate community resource.

Youth Services Project
City of San Antonio
P. O. Box 9066
San Antonio, Texas 78204

Established - June 1971
Major Federal Funding - HEW

The Youth Services Project delivers its services through three centers. Each center is located in a model cities neighborhood area and housing project. All three centers are ground floor apartments in quadraplexes and are located in the neighborhoods they serve. Sixty percent of the center staff were born in the model neighborhood areas and over 50% presently reside in the areas.

The objectives of the project is to divert misdemeanor juvenile offenders from the juvenile justice system by providing an alternative way of delivering services. When police officers identify misdemeanants or troubled youth in the model neighborhood areas, they take that youngster to the nearby Youth Services Project Center where they are assured he will receive attention. At night when the Neighborhood Centers are closed, the night intake worker is available to the juvenile aid bureau at the police station. Here the police officer fills out one short form and turns the youngster over to the intake worker who provides a guaranteed follow-up on the case. Following intake, each youngster is assigned a youth worker who attempts to understand what brought the youth to the attention of the project and what best can be done about it. The youth workers provide individualized counseling and some direct program services such as the boxing program. In addition, the project emphasizes referrals to other agencies, i.e. vocational rehabilitation, job development agency, child guidance center, etc. The project has its own research analyst who is developing a reporting system and data base to assess the program's effectiveness in diverting the youth population in the model neighborhood from the criminal justice system.

MID-WESTERN STATES

ILLINOIS	DeKalb
	Palatine
	Rock Island
INDIANA	Kokomo
	Peru
	South Bend
MICHIGAN	Ann Arbor
	East Detroit
MINNESOTA	St. Louis Park
	St. Paul
	Wayzata
MISSOURI	Kansas City
NEBRASKA	Omaha
OHIO	Columbus

Youth Service Bureau
413 Franklin Street
DeKalb, Illinois 60115

Established - September 1971
Major Federal Funding - LEAA

The town of DeKalb is a community of about 15,000. The target area consists of the entire County. The DeKalb Youth Service Bureau is located in a small house on a residential street just adjacent to the municipal center of DeKalb where other official agencies of the city are located. The limited space provides an atmosphere that is a compromise between informality and a place to work. The Director is very much involved in the program, the relationships with the community and with young people. His staff are in their early twenties.

The stated goal of the Bureau is to divert youth from the criminal justice system. Some of the sub-objectives are: to resolve school problems so that young people will remain in school; to help young people gain employment; to provide services to runaways and homeless youths; to provide services to young people who are having problems with their families; to provide services to those who have drug problems; to respond to any young person in a crisis situation. The main service consists of short term counseling. The DeKalb Youth Service Bureau takes pride in having staff available until nine each night. If a problem is of sufficient complexity that it will require long term service or specialized expertise, the Youth Service Bureau staff refer the matter to another agency. While

The Youth Service Bureau staff identify themselves with the "establishment" world, they also see their role as being advocates for youth. The Director has not been hesitant to point out to agencies where their services are falling short and how they might be improved. This Bureau has had the ability to gain the support of the community and at the same time get the respect and response of youth. It has had great effect on changing the way young people are handled. In DeKalb County they can show statistics that the Police have not imprisoned or locked up a young person in several months because they have referred every single young man and young woman who has been arrested to the program and the Bureau has been able to handle the situation so that the young person does not have to be placed in custody.

Youth Service, "The Bridge"
434-1/2 East N.W. Highway
Palatine, Illinois 60067

Established - January 1971
Major Federal Funding - LEAA

The Palatine Youth Service center is located near a major highway that goes through the outskirts of the downtown area of the village of Palatine. The program is located on the second floor of a commercial building with enterprises of various sorts underneath. On the street immediately adjacent is a residential area. The target area is Palatine Township which is a series of suburban communities and was probably the model of the term "bedroom community" referred to when they discovered the term. Most of the people in Palatine work in the central Chicago area. Paid staff consists of the Director, three full time counselors and a half time secretary. There is also a full time community development worker who is not on the payroll of the Youth Service Bureau, though she works there full time. She is paid directly out of the Palatine Township city budget. Most of the staff are young people in their early twenties.

The program is concerned with providing services to young people where none exist presently and to direct young people to existing services through a referral process. Their number one method of communicating with young people is through the telephone service or "hot-line." The vast majority of young people served come to the Youth Service Bureau because of contacts through the telephone service or through contacts with outreach workers. The Bureau is quite popular with the youth who are served by it. Their statistics that there are 500 or so people coming into the facility every month is probably an underestimation.

Youth Guidance Council of
  Rock Island
1528 Third Avenue
Rock Island, Illinois 61201

Established - January 1971
Major Federal Funding -
  LEAA, MC

Rock Island is a city with a population of approximately 52,000. The facilities of the Youth Guidance Council of Rock Island include the Director's office located in the City Hall and the two offices where the professional counselors work, located about two blocks away in another city office building. The program provides service for the entire city. The primary target area is the Model Cities neighborhood area.

The major objective of the Bureau is to keep young people out of the juvenile justice system. The approach is traditional in that the bureau attempts to have young people adjust to the community. Direct services to youth and their families is the primary program content. This includes services of some 60 volunteers who work on a "Big Brother" counseling program. In addition, the Bureau does some referring of youth to other agencies and also assists in the placement of runaway youth. They are in the process of proposing the development of a group home in Rock Island.

The primary sources of referrals are the Police Department and the school system. Some of the cases are handled by professional workers, but the majority of the cases receive counseling from volunteers.

Howard County Youth Service Bureau
1100 West Sycamore Street
Kokomo, Indiana 46901

Established - January 1971
Major Federal Funding - LEAA

The Howard County Youth Service Bureau is located in an old but very large mansion in a middle class district about four miles from the center of Kokomo. Plans for this building are that it become a multi-service center and have agencies such as the Recreation, Probation, Narcotics Abuse, Employment and others working in the building and providing services. The target area is the entire county which has a population of 47,000.

The official Director of the program is the Juvenile Court Judge. The Coordinator is employed to implement the program. The program had been in operation for 15 months at the time of the on-site visit, had had two Coordinators and was anticipating the third. Five staff report to the Coordinator. Also in conjunction with the Juvenile Court, there are 50 volunteers and 10 tutors who are used as needed. The stated objectives of the program are to serve in an advocacy capacity for youth in the community; to serve as a coordinator of youth services in the community; and to provide crisis intervention service. Direct services include individual counseling and family case work, along with a referral service for young people to other youth serving agencies. In addition to this, the Juvenile Court Judge uses the Youth Service Bureau as an alternative to Probation in some instances. There is also a recreation component and the Youth Service Bureau acts as the agency that administers the Neighborhood Youth Corps program in the community. The major emphasis of the program, however, is coordination and development of services within existing agencies. This is done through weekly "case conferences" and through individual contacts with agencies.

Miami County Youth Service Bureau
2-1/2 South Broadway
Peru, Indiana 46970

Established - April 1971
Major Federal Funding - LEAA

The Miami County Youth Service Bureau is located in an office building on the edge of the center of the downtown area of Peru. The target area is Miami County; however, the main activity is in the city of Peru, population 14,500. The official Director of the program is the Chairman of the managing Board which is administratively responsible for the Bureau. The Coordinator is the actual implementor of program. The operating staff consist of the Coordinator and an assistant known as a records coordinator. The stated objectives of this Bureau are diversion from the criminal justice system, development of resources for youth, and finally to modify youth systems so that they are more relevant to young people.

Several projects that the Bureau has been involved in include a summer activity program with the assistance of a nearby U.S. Army base; initiation of a community swimming program; a hot-line for young people; and recruitment and training of volunteers. In addition, the Bureau is tied in with a drop-in center which is open for a limited number of hours on weekends. The Coordinator, although he provides considerable direct counseling to young people referred from various agencies, does not solicit these referrals and does not see the bureau as becoming a counseling center. Essentially the bureau coordinates services and develops model programs for youth. They provide direct service to young people only when there is no one else to do so.

Youth Advocacy
509 West Washington Street
South Bend, Indiana 46601

Established - September 1971
Major Federal Funding - HEW

The metropolitan area of South Bend, Indiana has a population in excess of 280,000. The Youth Advocacy program is located in spacious offices just west of the center of the downtown area. There is good bus service to this location so that the accessibility is not a problem to those living in other areas of South Bend. There is a large number of staff and many program components. Youth development and delinquency prevention are the major objectives. Specifically the project attempts to prevent juvenile delinquency by increasing the capacity of youth groups, specifically the Youth Coalition, to intervene with established community institutions and to make them more responsive to youth needs. The Youth Advocacy Program is an extremely appropriate title. Field workers are assigned to five different youth serving agencies. There is a field worker with the Recreation Department, School Department, Family and Child Agency, City government and the Model Cities program. In addition, there is a worker assigned to assist the Youth Coalition group itself in maintaining and developing effectiveness as a group. The task of these field workers assigned to the agencies is to change the response of agencies to the needs of youth. They receive their specific task assignments from the Youth Coalititon. The Youth

Coalition is divided into several different task forces which study the many problems of youth. These task forces make specific recommendations which are reviewed by an advisory committee representing the youth serving institutions of the community. For example, one such task force is involved in dealing with the legal aspects of youth service. They are attempting to change laws having to do with youth, particularly where rights seem to be being violated or where the laws serve the purpose of limiting services to young people. Another program is an alternative school system which has responded to providing school programs for drop-outs, for Junior High and High School people.

In addition they recently began to provide direct services where none or too few existed. This approach includes 10 outreach workers who are ex-gang leaders, ex-institutionalized young people, and who spend 20 hours a week working on the streets. Service includes individual and group counseling. Those served are referred to the Youth Advocacy Program by Law enforcement, school, parents and others.

Washtenaw Youth Service Bureau
1819 South Wagner Road
Ann Arbor, Michigan 48103

Established - July 1971
Major Federal Funding - LEAA

The program offices are located in a building occupied by the Washtenaw Intermediate School District. It is a modern office building located about five miles out in the country. The staff of the bureau spend a minimum of time in their offices. They are almost always in the field working with a program of some other agency. The Youth Service Bureau has developed a credibility with the agencies for whom they provide services and consultation. It also appears to have a good reputation with young people, primarily through participation in task forces that have been organized for purposes of youth advocacy. Professional staff consist of the Director and five community consultants.

Specific project objectives are as follows: to develop educational demonstrations for deliquency prevention; to assist small rural communities in the counties to develop delinquency prevention efforts, i.e. drop in centers for youth in educational groups for parents; coordination of resources and problem identification. The services provided are primarily "indirect" or coordinating in nature. During the first eight months of operation the program responded to 148 requests from agencies for consultation. For example, while the on-site consultant was visiting the program, a junior high school requested consultation with one of the workers. The problem related to truancy among girls in the school. There was a "case conference" involving the teachers, the students and some parents. The bureau consultant attended the "case conference," giving suggestions and providing some constructive alternatives. After the "case conference," he consulted with the school administrators, reviewing what might be done on a council level to respond to the various things brought up at the "case conference." An example of a demonstration project consists of setting up a completely alternative school program called the "stepping stone." Since the bureau operates out of an educational administrative framework and emphasizes developing programs for young people who, althouth troubled and acting out, have not yet been referred to the criminal justice system, the operation has not resulted in any close liaison between the Youth Service Bureau and law enforcement or probation. There is interest within the Youth Service Bureau to develop services and relationships in this area.

One of the most interesting task forces is the "legal issue" task force. It has been involved in several provocative situations as advocates for the legal rights for youth. At the present time, they are lobbying with the state legislature to introduce a bill that would make psychiatric and medical care available to youngsters over the age of 14 without the parental consent. They are also lobbying to change the regulations for child care funding so that foster home funds are not dependent on residence. A few months ago they were involved in a hair cut issue at one of the local high schools. It seems that a number of students were suspended from school because they refused to cut their hair to the length required by the principal. Through the efforts of this task force and legal council, they were able to get orders revoking the suspension and subsequently get the principal to change his standards.

The Foundation (Youth Service Center)
16600 Stevens Drive
East Detroit, Michigan 48203

Established - September 1971
Major Federal Funding - LEAA

The Foundation is located in a residential area of East Detroit in a basement of a neighborhood recreation center. The neighborhood is middle class White, which describes the whole East Detroit city - a suburb of larger Detroit. The Director has extensive experience in settlement house and neighborhood group work. He is primarily committed to the use of group work as providing the most effective means in meeting the problems of young people. A staff psychologist and graduate student provide additional group treatment and other direct services.

The objectives of the program are to divert youth from the juvenile justice system at the police level; to prevent formal court procedings and to find alternatives to institutionalization; to help in the junior and senior high schools with those youth who are about to be suspended or expelled from school or those youth whose anti-social behavior or attitudes are being brought to the attention of school authorities; to strengthen family life and parent-child relationships in order to resolve the pressures in the home which cause youth to react with anti-social behavior; to involve youth in partnership with the center to help schools, police, political and recreational authorities to become more sensitive and responsive to the needs of youth.

The main service provided is counseling. There is group counseling, individual counseling and parent counseling. There are open rap sessions, mother groups and family groups. All of these services are provided directly by the staff of the Foundation. The most unique aspect of the program is the production of a youth newspaper, "The Wasted Ache." Through the production of this weekly newspaper, staff of The Foundation provide young people in East Detroit a mode of communication with each other and to this extent have become an advocate for youth.

Give and Take Help Center,
Youth Service Bureau
5708 West 36th Street
St.Louis Park
Minneapolis, Minnesota 55416

Established - July 1970
Major Federal Funding - LEAA

The program is located in a suburban white middle class area of Minneapolis, Minnesota. The project facilities are less than average in appearance compared to the surrounding area. Although the square footage of the facilities is 2,000 square feet, that space is difficult to utilize. There is space for privacy and activity although some of the furniture is in poor condition. The overall atmosphere is warm and accepting.

Staff consists of the director, and office assistant, a part time counselor and volunteers performing assorted functions. The objectives verbalized consist of helping youth to grow, to survive and to cope. The target group is considered to be all youth. The primary service is considered crisis counseling. The program is envisioned as to be within the old settlement house theme. The unique features of the program include immediate availability to those who want service; involving participants in the program; and the humanistic style of help offered by the staff. At the present time, this Youth Service Bureau is in jeopardy of losing its Law Enforcement Assistance Administration funding since it does not meet the definition set forth by the Metropolitan Council (Planning Agency). The model attempts to minimize direct service components and to emphasize receiving referrals and then referring these cases to existing agencies in the community. The Give and Take center at present receives few referrals from law envorcement and yet has direct service as its principal program component.

Multi-Service Center Project
919 East 7th Street
Phalen Area, St. Paul, Minnesota 55106

Established - November 1970
Major Federal Funding - LEAA

The project operates out of a multi-service center providing service to a lower middle class inner city area. The area has a high number of families receiving AFDC, a high level of one parent families and people who are not on public assistance but who are near the poverty income level. Residents are mostly of East European ethnic background with some American Indians.

The objectives tend to be broad and general. One objective is to provide direct service to the community in whatever form is needed, e.g., group counseling, youth counseling, senior citizens' assistance with home maintenance or any other number of direct services. The other objective would be to help the community arrive at a point to create environmental change.

At the time of the on-site visit, the Phalen area Multi-Service Center Project was in jeopardy of not being refunded due to the lack of any indication of the program's role in diversion. It seems that the program changed direction considerably between the time the initial information was obtained about a program known as the Phalen area Community Council-Youth Service Bureau and the actual on-site visit. Direction of the program now seems to be more in the nature of a general social service program with a noticeable emphasis on service for senior citizens.

Relate, Inc.
Box 89
Wayzata, Minnesota 55391

Established - September 1970
Major Federal Funding - LEAA

The facilities of "Relate" are located in a suburban area which is considered one of the affluent residential areas in the vicinity of Minneapolis-St. Paul. The facilities reflect the area and are in excellent condition. The space is limited, but in addition to project facilities, staff also utilize churches, homes and public facilities within the area. The Director is active in all phases of the program including administration, supervision and counseling. The project also has three counselors who are assigned on a geographical basis. The counseling staff is young, ranging in age from 22 to 25 years.

The main objective of the program is to provide non-traditional counseling to youth in the Lake Minnetonka area of Minneapolis. The target group is young people of the counter culture. A unique feature of the project is that the managing board is made up of 31 members, a majority (16) must be young people. There are 15 law enforcement agencies in the geopraphical area. The Departments range in size from 4 to 20 officers. There are few Police referrals, and are usually related to a specific problem such as the need for foster homes. The Bureau has been able to satisfactorily meet their requests on many occasions.

Staff have been successful in establishing credibility with young people. Approximately 40% to 50% of the cases are self-referrals and approximately 3/4 of the referrals are female. Funding has been split, with 1/3 from Federal sources and 2/3 from local community contributions. The Law Enforcement Assistance Administration grant is in jeopardy since they did not conform to the model designated by the Metropolitan Council.

Relate, Inc. has a significant program for the youth of its community. Indications are that the services are needed and wanted, but young people from affluent areas seldom become entangled in the criminal justice system and it is hard to justify the need for service. Whether these youth will become involved in the criminal justice system or some other social service system is not known. Criteria such as "diversion from the juvenile justice system" creates an unusual problem for a bureau whose population is a counter youth culture from affluent homes.

Kansas City Youth Intercept Project
600 East 22nd Street
Kansas City, Missouri 64108

Established - July 1971
Major Federal Funding -
HEW, MC

The project is located in the Model Cities area of Kansas City. The target area is much larger than what might be called a neighborhood and encompasses the "core city" of the metropolitan area. The project rents about 1,500 square feet of office space located in a large modern facility which resembles a hospital. The offices are used to house the research staff of the project and as a central meeting place for program staff and administration. Clients are seldom, if ever, seen at the project offices. Contacts with the clients are made either in the home, school or other community centers. Much of the project activity takes place at the Coaches Council, which is a huge old building located in the project area. In addition to a gymnasium and an indoor swimming pool, there are many large rooms which the project staff utilize for meetings and tutoring classes.

The primary objective of the project is to keep boys 9 - 13 years of age who are identified as pre-delinquent by the schools out of the criminal justice system. There are three teams in the project, each consisting of a team leader and para-professionals. Their functions center around two areas. First they provide direct services to children whom the schools refer to the project. These services are not of the traditional "casework" variety. The idea is to help the child survive and succeed in school and to help his family get what they need in order to allow for this kind of success. This may mean that the worker tutors the child, sees him at school, goes for walks with him, helps the family get jobs and refers the family to other agencies which can provide any services which are needed. The only classical diagnosis and treatment that takes place occurs when families are referred to the Greater Kansas City Mental Health Foundation for a workup.

A second major function is community organization. The main goal is to get something started and turn it over to the community. The most unique aspect of the program is its ability to utilize existing resources in the community for the development of programs and still maintain a very low visibility as an "official" agency program.

Y.M.C.A. Youth Service Bureau	Established - June 1971
430 South 20th Street	Major Federal Funding -
Omaha, Nebraska 68102	HEW, MC

The project is located in a six story Y.M.C.A. building. All of the facilities of the Y are open to the Youth Service Bureau. In addition, a group home operates in conjunction with this program. The main facility is located in the core city area in Omaha, a city of 542,000.

The Director has been a career Y.M.C.A. professional for 41 years. Other key staff include a group home director, a youth services coordinator, the director of the outreach program and a business manager. In addition, the program is committed to the use of volunteers for every level of program. Emphasis is on a youth service system. Principle program components consist of the Youth Development Program at the Y.M.C.A.; group home for runaways; and outreach. The primary target group consists of alienated youth, pre-delinquent youth, delinquent youth; youth on welfare. There is emphasis on the inner city poverty areas of Omaha and specifically inner city Indian youth. The program base is youth development with over 1,000 Y.M.C.A. memberships free to target area youth. The program has credibility even from its critics.

Youth Service Bureau
1313 East Broad Street
Columbus, Ohio 43205

Established - October 1970
Major Federal Funding - MC

The Columbus Youth Service Bureau is housed in a commercial building located on the fringe of the Model Cities Neighborhood it serves. The predominant ethnicity of the area is Black. Staff consists of the director, assistant director, four to six counselors and/or counselor aides, clerical staff and research and planning staff.

The stated objective of the bureau is to reduce the differential occurrence of juvenile crime between the Model Neighborhood and the rest of the city. The program was designed to meet its objective primarily through individual and group counseling. Referrals are usually from schools, police, parents, peers and drop-ins. There are two MSW's on the staff who handle the more disturbed situations; however, most cases are handled by the counselor aide staff (street working para-professionals). In addition to counseling they make referrals; help with budget; do group work; develop recreation programs; intervene with courts, schools, and Police; transport clients; make public appearances; work on community service projects such as city beautification; and organize fund raising projects. They often know about pending problems before they are obvious to others. They know the resources of the community and if they hear about a youngster or a family that needs some help, they reach out to provide the necessary service.

There is also one counselor aide who works the majority of the day with the Court, the Probation Department and Police and another who is primarily responsible for working relationships with the schools.

The program also utilizes volunteers from various community agencies as well as concerned citizens who are used in every aspect of programming. They function as case aides, transportation suppliers, counselors, tutors, advocates, Big Brothers, Big Sisters and clerks.

NORTH-WESTERN STATES

IDAHO

- Boise

MONTANA

- Billings
- Helena

OREGON

- Portland

WASHINGTON

- Seattle

Youth Service Bureau of Boise, Inc.
807 West Franklin
Boise Idaho 82702

Established - July 1971
Major Federal Funding - HEW

The offices of the Youth Service Bureau of Boise are located in approximately 1,000 square feet in a one story building in a working class neighborhood within the city of Boise. The overall physical condition of the facility is excellent. The professional staff consists of the Director and five counselors. The Director is in his 30's and the counselors are all in their mid-twenties.

The objectives articulated were: reduce the number of youth processed through the juvenile court system; reduce labeling; effect institutional change. The target group consists of youth under the age of 18, residing in the city of Boise, who could benefit from a counseling relationship. The primary service is immediate counseling for youths or parents with troubled children. They provide direct service to young people who have personal problems, utilizing a somewhat unstructured system to provide that service. In addition, the program is involved in changing the agencies or institutions that serve youth in the community. Most of the referrals are young people with family kinds of problems, who are truant, misbehave in school, incorrigible, etc. In addition, the Bureau operates a crisis shelter care facility known as Mary House. It is located within a few blocks of the Youth Service Bureau offices, and is staffed by a full time staff member paid out of Youth Service budget with volunteer staffing provided by a priest who is Vice-Principal of a parochial school in the city of Boise. This operation provides temporary care of juveniles in lieu of incarceration in the County jail facility. Length of stay in generally based on the time required to solve a youth's problem. The capacity is approximately 7. At the time of the visit there were 4 boys in residence.

Youth Development Service
820 North 31st Street
Billings, Montana 59101

Established - January 1971
Major Federal Funding - LEAA

The Billings Youth Development Service is located in 600 square feet of office space in the basement of an old school. The location is in the central section of Billings and is generally a deteriorating area. The Director of the program was previously a member of the Board of Directors when he was an employee of the State Division of Aftercare. The only other full time staff person is a secretary/researcher who is in charge of the clerical duties and developing research data. Other part time staff consist of a Project Administrator and secretary who are "in-kind match."

The stated objective of this project is the prevention of juvenile delinquency in the community through the development of youth services. The Youth Development Service is primarily a coordinating unit which works with existing agencies. Primary emphasis is to provide consultation and technical assistance to a variety of social service agencies in the Billings and Yellowstone County areas. The Youth Development Service does not provide direct services; instead it emphasizes better use of existing social agencies in the community.

At the time of the on-site visit there were ten major projects operating. These included publication of a newsletter; a youth recreation program; design of a central referral system for use by numerous social service agencies; community organization for drug abuse and control; a volunteer program; telephone hot-line and crisis center; group home; drop-in center; foster home programs; and a program for children to ride along with and observe a Policeman during his shift.

Youth Development and Delinquency
Prevention-Rural America Project
805 North Last Chance Gulch
Helena, Montana 59601

Established - June 1971
Major Federal Funding - HEW

The headquarters for the Rural America Project is located in Helena, Montana. There are four staff members operating out of Helena: a Bureau Chief, a Youth Development Coordinator, a Health Coordinator and an Administration Assistant/Secretary. These individuals provide general administrative direction to five youth development workers located in the rural cities of Polsen, Lewiston, Shelby, Wolf Point and Glendive. In addition, there are three individuals who work for the University of Montana in Missoula who are funded wholly or in part to develop and implement a research design for this project. The Rural America Project organizationally has been titled "The Youth Development Bureau," which is under the Rehabilitative Service Division of the Social and Rehabilitation Services Department of the State of Montana. This is not a direct service operation.

The Youth development workers work in five rural communities in the area. They offer coordination and serve as catalysts. The youth development worker lives in the community. On a day to day basis he deals with the youth serving agencies in that community. His work demands that he identify the problems of youth in the area and then develop, with the local agencies, appropriate programs to deal with these problems. Their technique of dealing with local agencies is subtle. They recognize that every small community has a certain power base or power structure and that it usually rests with a small number of people in the community. Most of the youth developemnt workers have had some prior exposure to the problems of youth through the juvenile justice system or through some kind of service activities. Perhaps the most unique aspect of the program is that all of the staff have a commitment to a systems change strategy.

Youth Service Bureau
Multnomah County
9207 Southeast Foster Road
Portland, Oregon 97266

Established - April 1971
Major Federal Funding -
LEAA, OEO

The program is located close to its primary target area in the second story of a building in the somewhat commercial, suburban area of Lentz, Portland, Oregon. Staff consists of the Director, five full time and four part time staff who serve counseling and clerical functions. The stated objectives are juvenile delinquency prevention; diversion of youth from the juvenile justice system; linking youth to resources; and modifying and developing resources as required. The target group is youth through age 24 in the geographical boundaries of the county which encompasses about 45,000 people.

The primary service consists of individual counseling. The Bureau provides some marital counseling and mental health services in connection with other social service agencies in the community. Professionals from social service agencies spend a certain amount of time each week at the Youth Service Bureau utilizing their particular expertise in dealing with problems of the people in that area. The Bureau is attempting to make local agencies aware of the problems of youth and obtain commitments from existing agencies to participate in the efforts of better and more appropriate services.

Seattle/King County - Center
for Youth Services
2208 Northwest Market
Seattle, Washington 98107

Established - July 1968
Major Federal Funding -
(State-primary) LEAA, indir.

This program is located in an urban section of Seattle. The total floor space amounts to about 2,100 square feet. The primary economic resources in the area are fishing, wood products, both maintenance and building. Staff consist of the Project Director, a secretary, a community organizer, three psychiatric social workers and a half time education specialist. In addition, there are consultants in psychology and child psychiatry and a small group of volunteers who are primarily involved in a tutoring program.

The stated objective of the program is to keep children out of the juvenile justice system. The target group consists of children and youth to age 18, who are troubled or in jeopardy of trouble, from King County and Northwest Seattle. The primary services provided consist of community organization services; clinical programs of child guidance and consultation to other community agencies; and direct services including group therapy services and behavior modification..

This bureau has placed a great deal of emphasis on the need for community organizational change. They are committed to the fact that public relations and the imparting of information to interested groups is vital to the success of any kind of youth services delivery system. Perhaps the most significant area of coordination has been the changes that have occurred in the Seattle Police Department Juvenile Division. Through the efforts of the local Chief of the Juvenile Division and the Director of the Center for Youth Services, a social agency referral project has been established in the police department in conjunction with the Center for Youth Services. The aim of this project is to measure what happens in terms of behavior to those youth diverted from the juvenile justice system as compared to a control group who were automatically sent through the juvenile justice system for similar kinds of behavior.

WESTERN STATES

ARIZONA

- Nogales
- Phoenix
- Scottsdale
- Tucson

CALIFORNIA

- East Palo Alto
- Manteca
- San Jose
- Santa Rosa
- Stockton

COLORADO

- Arvada
- Boulder

Nogales Youth Service Bureau
225 Madison
Nogales, Arizona 85621

Established - August 1970
Major Federal Funding - LEAA

The city of Nogales is a rural city on the United States-Mexican border. Nogales has a population of 9,600 and another 3,000 in the surrounding areas. The Mexican city of Nogales has a population of 60,000.

The staff consists of the director and four assistants. The program facility is basically an auditorium gymnasium. The stated major objective of this program is the prevention of delinquency. More specifically the center has been established to provide a place where youth can participate in activities designed to keep them on the Nogales, Arizona side of the border; thereby eliminating exposure to illegal activities in Mexico. Reportedly, an effort is also made to bring together resources to develop better delivery of youth employment services in the community; to involve youth in planning activities for their welfare; to develop communication linkages with parents, counselors, juvenile courts and law enforcement agencies; to identify problems; and effect the reduction of juvenile delinquency. In 1970-71 there was a total of 18,818 youths who made use of the recreational activities. There are no records, but in a few cases, youth were provided counseling and referral to other youth agencies to meet their needs. There are also two branch offices in outlying areas that provide similar services.

Maricopa Youth Service Bureau
4000 North 7th Street
Phoenix, Arizona 85020

Established - September 1970
Major Federal Funding -
HEW, LEAA

The Maricopa County Youth Service Bureau has three locations. One office is located in the northcentral area of Phoenix; the second office is located on the west side; and the third is located in an area known as Chandler. The overall program has about 12 paid staff members and covers the entire county which has about a million people, with the major population in Phoenix.

Stated objectives are diversion from the juvenile court system and intervening with those youngsters who are just starting to display behavioral problems that have not yet come to the attention of law enforcement or probation. The target group is for all youth under the age of 18 who reside in the county.

Service emphasis is on short term problem solving and referral to other agencies. The principal techniques for direct service consist of individual and family counseling; serving as a third party in directing youth and their families to solve their problems; playing a supportive role; providing some tutoring service; making referrals to other agencies. A limited number of volunteers serve as big brother or big sisters and also assist in tutoring. Because the program covers the entire county of Maricopa, walk-in traffic is at a minimum and for the most part, youth come to the offices for service.

Scottsdale Youth Service Bureau
6921 East Thomas Road
Scottsdale, Arizona 85251

Established - April 1971
Major Federal Funding - LEAA

The city of Scottsdale is a suburban community of about 70,000 population, east of Phoenix. This low middle to upper income community is composed of 90% Caucasian, 10% Mexican-Indian and a very small number of Blacks. The facility itself is a used four bedroom home, with two of the bedrooms used as offices and two used as "crash pads" for youngsters who are in need of overnight accomodations. The kitchen is equipped to provide simple meals or refreshments. The living room is used for group meetings and for parent group discussions.

There are only three paid staff members the Director, an assistant and a Secretary. The program makes extensive use of volunteers as counselors, big brother, big sister, and adult or parent figures. They are also available for professional services, such as medical, psychological, psychiatric, job finding, financial assistance, etc. All volunteers must enroll and complete a three unit course at the Arizona State University before they are eligible to work in the program. This course was designed cooperatively by the Arizona State University and staff of the Youth Service Bureau. Course content includes sessions on family inter-relationships, child development, dynamics in the home and school, peer pressures, etc. This program was spearheaded by Judge Boyle, city magistrate, and has the total involvement of official public agencies of the city of Scottsdale and citizen groups in general. For example, the Exchange Club of Scottsdale has adopted the Youth Service Bureau Program as its life long project. One Scottsdale program includes some referrals from Court on an informal basis. The Judge refers a young person to the Youth Service Bureau program and the court order is held in suspension. If the individual does well during the time he spends with the Youth Service Bureau, the court report is given back to the judge and he tears up whatever order has been made. In this instance, they are providing an adjunct or additional service to the court and to probation.

Tucson Youth Service Bureau
646 South 6th Avenue
Tucson, Arizona 85701

Established - August 1971
Major Federal Funding -
HEW, MC

The Tuscon Youth Service Bureau "house" is located in an old, large, three story house in a Model Cities neighborhood area of Tucson. The first floor contains activity rooms, and the upstairs has offices and interview rooms. Overall there is approximately 5,000 square feet. The surrounding neighborhood is generally poor. The ethnicity of the area is 64.5% Mexican-American, 14.6% Black, 6% White and 5% Indian. There are 14 staff members including the Program Coordinator, Assistant Program Coordinators, Secretary, Program Consultant, Bookkeeper, Receptionist and six Youth Workers. Most of the staff are in their 20's and of an ethnicity representative of the Model Neighborhood area.

The primary objectives of the Tucson Youth Service Bureau are to reduce arrests of model cities youth by 10%; reduce commitments to state institutions by 10%; reduce adjudication by 10%. The key services of the bureau are rap sessions (group counseling), vocational counseling, family counseling, individual counseling and tutoring services for youth who are having problems with their studies in school. Another technique used is referral with follow-up to other agencies. In some instances, the bureau contracts or purchases services such as remedial reading program services. In addition, the facility itself provides a place for recreational activities such as checkers, pool or just "hanging around" for youths who reside in the immediate neighborhood.

Community Youth Responsibility
  Program
2220 University Avenue
East Palo Alto, California 94303

Established - December 1970
Major Federal Funding - LEAA

The project office is located in a former residential building that has a combined space of approximately 1,800 square feet. The two bedrooms in the main building have been converted to office space. The living area is occupied by clerical staff and the family room is the conference room. East Palo Alto is an unincorporated area in San Mateo County. The community includes a population of approximately 20,000 predominantly Black residents. The houses are essentially lower middle class dwellings. There is a small business district and one major shopping center.

The objectives of the program are to develop and assert the authority of the local community in controlling and redirecting the behavior of youth in the community; to develop among youth a sense of positive identity with, and commitment to, the community and its general welfare; to involve both youth and adult citizens in an effort to decrease crime rates in the community, particularly incidences of burglary and theft. The core staff consists of the Director, three professionals and two clerks. The most unique aspect of the project is the community hearing panel. This panel consists of seven residents from the community who are selected by program staff and are paid $50.00 per month to hear selected cases presented to them. Youngsters who appear before the panel generally have committed some minor offense in the community and are referred on a voluntary basis by either the Probation Department or the Sheriff's Department. If the panel finds that they have committed the offense as alleged, they then make a decision as to the disposition of the case which generally results in some work assignment in the community.

In addition, the Community Crime Prevention component has one full time paid staff member and six paid volunteers. They conduct a door to door campaign among residents in the community to inform them on anti-burglary measures. There is one staff position assigned to the Youth Guidance Counseling component which has the responsibility of providing counseling services to youth and members of their families who are referred to the program. This position is on loan from the County Probation Department, formerly a New Careerist. The primary service provided in this instance is individual counseling and a limited amount of group counseling. One staff member is designated as a vocational consultant and is responsible for seeking out job opportunities for youth and for providing needed tutoring service.

Manteca House
603 East Yosemite
Manteca, California 95336

Established - November 1971
Major Federal Funding - none

Manteca is a small town located in the heart of a rich agricultural area in the San Joaquin valley. Manteca House is located on the main street about 5 blocks from the center of commercial activity. The house itself is more than 50 years old, a wood frame dwelling originally designed for one family. Staff consists of the Director, assistant Director and a variety of volunteers ranging from young men and women in their late teens and early 20's to older housewives and mothers of the clients. Manteca House is designed to provide a neutral ground for people to come together, work out their problems and keep families together. The local Court, Police Department and Probation department use the facility to divert young people from the criminal justice system and as an alternative to the traditional, more formal means for rehabilitating offenders. Manteca House offers youth crisis intervention and counseling services to anyone - any age, any problem - in the Manteca, Ripon and Escalon area. For the most part, clientele are between 14 and 18 years of age. The techniques and methods used include one-to-one counseling, group counseling, informal rap sessions and referral to more traditional agencies and facilities. The House itself is available 6 days a week, 12 hours a day. They have achieved the full confidence and respect of both their clients and the established authorities in the community.

East San Jose Youth Service Bureau
1668 East Santa Clara Street
San Jose, California 95116

Established - November 1969
Major Federal Funding - LEAA

The bureau offices are located just a few blocks east of a major freeway which separates the downtown San Jose area from the "East-Side" which is the target area. Over 80,000 of San Jose's approximately one half million people reside in this area. The ethnic composition of the east-side consists of approximately 45% Mexican-American, 35% Anglo, 15% Black and 5% other. The socio-economic conditions of the area are poor.

The staff consists of the Director, clerical staff and 7 professional staff who are either paid through the Bureau or are on loan as "in-kind" match from other agencies. Staff are available to work with the Probation Department, Welfare Department, schools, Police Department; and to provide specialized program in psychiatric social work and vocational counseling. In addition, there are part time intermittant para-professional staff, student interns and approximately 95 volunteers involved in the program in various ways (i.e. Big Brother, Big Sister, counseling, clerical duties).

Objectives of the East San Jose Youth Service Bureau are to provide and coordinate community activities by providing a variety of group work, casework and community development services. The Bureau spearheaded the establishment of an inter-agency council. This council meets regularly under the leadership of the Youth Service Bureau and responds to a wide variety of community felt problems. Most recent was the problem of providing health services to east-side citizens. As a result of the efforts of the council, a youth clinic proposal has been submitted to the County Director of Health Services. Direct services include counseling to young people referred by the school department, Police Department and Probation Office. In addition, there are tutoring programs and activity programs which include volunteers and student interns from San Jose State College.

This program was originally funded through federal Omnibus Crime Bill funds. It is now funded by the County and has been placed as a member of the community of agencies under the administration of the Chief Probation Officer. To date this affiliation has not interfered with the program being an alternate to the Juvenile Justice System.

Social Advocates for Youth, Inc.
218 E Street
Santa Rosa, California 95405

Established - March 1970
Major Federal Funding - LEAA

Project offices are near the main artery of the city and consist of 4 rooms which are used as offices and one larger room used for group discussions. In addition to the offices, the project operates a residential center which is a large old home in a residential area. The target group is County wide and it is not common procedure for clients to come to the project offices. Most of the actual work of the program is done in the clients' homes either by volunteers or by staff. Some contact with clients is made at other agency offices such as Probation, Juvenile Hall, etc. Staff consists of the Director, Assistant Director, a Psychologist, two social workers, an office assistant/counselor and various part-time staff including a psychiatrist and an attorney. In addition, a residential center has a Director, six house parents and two student-aides.

The official project objective calls for the reduction of delinquency in the county by 10% for the project year. Broad objectives are to help the child improve his feelings of self-worth and to help him better adapt to the world around him; to bring about institutional change in those instances in which institutions within the community contribute to, rather than improve, the genesis of delinquency.

The project utilizes about 120 volunteers who are recruited and screened by staff. The volunteers work on a one-to-one basis with clients who are referred from other agencies. Staff have a "caseload" of volunteers ranging from 220 to 35 per staff member. The residential program was begun to fill a gap in service for those children who were in need of supervision but who should not be placed in a correctional setting. The main approach at the house is counseling and groups. The diversion program works with families with young people who are referred to the Probation Department for such matters as runaways, children with "delinquency tendencies," truancy, incorrigibility, etc. In addition, staff represent children both individually as an advocate, and legalisticaly by attempting to change the law and the application of the law.

Stockton House
701 West Bianchi
Stockton, California 95201

Established - September 1970
Major Federal Funding - none

San Joaquin County is a rich agricultural area. There are approximately 300,000 people in the County with over 100,000 residing in Stockton, the County seat. At the time of review, Stockton House was located in a rather small residence, just around the corner from a commercial area and just behind a car-wash. Besides the house, there is a small cabin in the rear of the residence used as sleeping quarters for homeless clients. Overall the facilities were marginal; however, the project had just signed a lease for a different building, described as a much larger house located in a more accessible neighborhood nearer town. The staff consists of the director, assistant director and a variety of counseling staff. The counseling staff may be either partially paid, work-study students, on loan from other agencies or volunteers.

Stockton House has been open for approximately two years and objectives have shifted during that time. Initial emphasis was to be on drug counseling and runaways. Objectives have since become broad and difficult to define. According to the Director, the principle objective is to keep youth out of the system. Stockton House caters to anyone with a life crisis who will come to them. Individual counseling has been the main approach. They are also developing a group home. Stockton House is not entirely approved of by some official referring sources and tends to be utilized as an expedient resource.

Arvada Youth Action Commission
7404 Grant Place
Arvada, Colorado 80002

Established - October 1970
Major Federal Funding - LEAA

The project is located in an upper middle class suburban area. The facility itself is about 1,500 square feet and is in poor condition as compared with its surroundings. The furniture is considered dilapidated. At the same time, it is pointed out that the conditions are viewed as very acceptable to the youth of this area who, at this point in time, "dig" old dilapidated physical facilities which they can identify as "theirs."

Staff consists of the Director, a youth worker, a half-time secretary who is a high school student and a janitor who is also a high school student. In addition, there are active volunteers.

Initially the target group was youth who were identified as holding counter culture attitudes. This included potential drop-outs who were bright but bored. The primary service is to get things going in the community. It is a place where both youth and adults go to be heard and to promote ideas that develop into program.

Some unique aspects of the program involve youth who have been seen by the schools as diciplinary problems or who were beligerent, who have come to the Bureau, have participated and become active and have been most constructive and verbal on the Commission. The second rather unique aspect would be the Commission itself, where both youth and adults are able to work together. The Commission has 11 members composed of 4 youth members, 4 adult members and these 8 members together select an additional 3 members for a total of 11.

The Arvada Youth Service Bureau provides a few direct services and is especially involved in developing alternatives for runaways and youth who are bored with conventional lifestyle. For the most part however, it concentrates on stimulation and developing new programs for youth and providing direct services only to fill the gaps or to set the pace.

Boulder Youth Service Bureau
1750 10th Street
Boulder, Colorado

Established - October 1969
Major Federal Funding - LEAA

The project is located in the downtown section of a white middle class suburban area. The project Director has a Master's Degree with special training in counseling and education, and in addition is a nurse. Other staff consist of an Assistant Director who works as an administrative assistant. Another position of youth counselor is presently vacant.

Primary objectives are considered to be delinquency prevention and youth development. The target group is adolescents, and more specifically the "counter culture." These are youth who are seen as generally functioning quite well, but who are nevertheless quite lonely, insecure and have not resolved the question of "who am I?" Another target group is youth who live in the low income housing area which has recently developed in the Boulder area. The primary service provided is as a catalyst in program planning and development, coordinating youth services and providing direct services in order to fill gaps. In the area of direct services, only short term counseling to search out needed services is emphasized. Staff are very knowledgeable about referral resources and utilize them frequently, i.e. Mental Health Center for out-patient adolescent counseling; Public Welfare Department for foster home referrals; Family and Children services for marital counseling.

The program generally has a low profile in the community. This has some advantage in regard to avoiding labeling and stigma but causes problems in so far as referrals from official sources are concerned.

NON-CONTINENTAL UNITED STATES

HAWAII

Honolulu

PUERTO RICO

Playa-Ponce

Palama Settlement
810 Vineyard Boulevard
Honolulu, Hawaii 96817

Established - 1896
Major Federal Funding - none

The Hawaiian population is about 759,000 with about 350,000 in Honolulu. The Palama Settlement is located in the western part of Honolulu, situated amongst several housing projects - some public, some private. One of the housing projects is owned by the Palama Settlement itself and is leased to other private businesses. The Palama Settlement started in 1896 with the establishment of the Palama Chapel. In 1899 however, there was an epidemic and the Chapel began a program to meet the health needs of the people. A comprehensive program has since developed to meet the many needs of the people, including health, education and cultural needs. There are about 15 social service staff including the program designer, program administrator, social workers and neighborhood workers. In addition, there are staff who have to do with the clerical, office, school operation and general property management. The program also makes use of liaison staff from other agencies, consultants and numerous volunteers.

The stated purpose of the Palama Settlement "is the improvement of the physical, social, educational, emotional and cultural aspects of the individual, family and community life in the Palama area of Honolulu." Specific to the Youth Service Bureau concept - they provide an alternate means of education; decrease the pre-selection of youth to an outlaw life-style; provide alternatives to poor health; provide help for welfare needs; and provide alternatives to incarceration of juveniles. The services provided are extensive. They have a complex recreation and school program, utilizing both guided group interaction and a behavior modification approach. For example, when a youth first joins the program for educational needs or behavior problems, the route he follows is from the non-air-conditioned classrooms to the comfort of air-conditioning and in addition is able to participate in the recreational program. The recreational programs have special status in that the teams travel and there is considerable opportunity for "success experience." For the most part in this program they take rejects from the public school system and motivate them to success in school and sports. Other services include a 24 hour crisis service, a planned parenthood program, a dental program and many different programs to meet the needs of people living in the public housing area.

The most unique aspect of the program is that they are financially independent and although funding from Federal sources is helpful, they do not have to consider compromising program integrity for financial survival.

Juventud y Comunidad Alerta (YSB)
Centro de Orientacion Y Servicios
Dispensario San Antonio, Inc.
Avenida Padre Noell, No. 30, Apartado 213
Playa, Ponce, Puerto Rico 00731

Established - February 1970
Major Federal Funding - LEAA

The main center is located in an old two story home in the heart of the industrial section of La Playa, Ponce. The lower floor of the home is utilized for offices and many of the activities of the program. There is also a large covered patio and lawn. The upstairs of the building is utilized as living quarters and office space for the director and a few staff. There are also two branch offices, one on the east side of La Playa and one on the west side of La Playa. Another field office location is being negotiated for near the village plaza. Total paid staff consists of 76 people, including advocates, tutors and professionals. There are also 75 to 100 volunteers. The staff are of all ages, racial backgrounds and shades of racial backgrounds characteristic of Puerto Rico. The major objective consists of working toward changing the lives of the people of La Playa, where a pattern of discouragement and deprivation has become a life style handed down from generation to generation. In essence, the objective is community competence. The whole community is in the process of becoming the Youth Service Bureau.

There are seven program components. The Department of Human Services is concerned with health and intake. The Advocacy component has a full time trainer and 11 full or part time advocates. Each advocate has a certain territory or barrio. They go to the places the intensive cases assigned to them go. They go to the schools, to court and to the police station. The Education component addresses itself to tutoring for those who will return to school and for those who are looking just for basic skills. The Community Organization component works directly in the barrios with emphasis on organizing to bring about improvement in living conditions there. The Recreation and Cultural Enrichment component is where music, art, painting, dancing and all of these things are related in their openness. A sports program relates to hundreds of young people and attracts quite a number of volunteers. Many of the volunteers are men and this is considered a great accomplishment. The vocational training component makes use of vocational training resources from both government and industry.

The YSB team is another component. Two social workers provide initial casework services and coordinate follow-through services for youth identified by the court, police, social service agencies and the community as having problems and special needs. They work very closely in coordinating services with members of other components, especially the advocates, and agencies in the community. Each intensive case usually has an advocate and a tutor as well as access to all of the other services. In addition to these working components, there is a Legal Counsel for the program and an Evaluation and Research component from the Catholic University of Puerto Rico. Literally hundreds of children have been served by the cultural enrichment, tutoring and sports programs. This is a comprehensive program which, to some degree, has had an impact on the lives of the 18,000 residents in the La Playa area and especially youth from 12 to 18.

APPENDIX A

STATE OF CALIFORNIA—HUMAN RELATIONS AGENCY RONALD REAGAN, Governor

DEPARTMENT OF YOUTH AUTHORITY

July 26, 1971

Copy of letter mailed to
Governors, state planning
agencies, and other officials
and agencies in 56 states
and/or territories
July 26, 1971

The Department of the California Youth Authority has been granted an award, under the auspices of the Youth Development and Delinquency Prevention Administration of the Department of Health, Education and Welfare, to conduct a National Study of Youth Service Bureaus. The project calls for a national census of bureaus followed by a detailed study of selected bureaus representing different services and areas of the United States. A brief narrative of the project is attached for your information.

As defined in the 1967 President's Crime Commission Reports, a Youth Service Bureau is:

> A neighborhood youth serving agency located, if possible, in comprehensive neighborhood community centers and receiving juveniles (delinquents and nondelinquents) referred by the police, the juvenile court, parents, schools, and other sources. These new agencies would act as central coordinators of all community services for young people and would also provide services lacking in the community or neighborhood, especially ones designated for less seriously delinquent juveniles...

The Commission offered an idea rather than a detailed plan of action. As a result, many different kinds of programs for children have been labeled youth service bureaus while other programs more closely associated with the original idea are not so identified.

Nationally our information is limited; we do not know how many bureaus actually exist, the number of children served or the relative merits of different approaches and programs. The Youth Service Bureau is an example of a program being replicated on the basis of belief and not information about success. In brief, if state and local agencies are to make the most effective use of the increasing federal resources becoming available to them, they must have better information upon which to make decisions about programs for children and youth.

As an initial part of this project, we are attempting to identify states where there are programs they define as Youth Service Bureaus. We need your help. At a minimum we need to know the name of the youth service bureau projects established in your state, the name of the director or person to whom we should write and his or her address and whether or not the project is funded through your agency.

The attached form may be helpful in the preparation of your reply. Mr. Robert L. Smith, Assistant Chief, Division of Research and Development, Department of the Youth Authority, 714 P Street, Sacramento, California 95814 (area code 916-445-9626), will serve as the project director.

We appreciate your participation in this important project and cooperation in completing the initial census.

Sincerely,

Allen F. Breed, Director

Enclosures

NATIONAL CENSUS OF YOUTH SERVICE BUREAUS

State

Mail To

Robert L. Smith, Project Director
NATIONAL STUDY OF YOUTH SERVICE BUREAUS
Department of the California Youth Authority
714 P Street, Room 801
Sacramento, California 95814

PROGRAM OR PROJECT TITLE	DIRECTOR'S NAME AND ADDRESS	FUNDED YES	NO

STATE OF CALIFORNIA—HUMAN RELATIONS AGENCY
RONALD REAGAN, Governor

DEPARTMENT OF YOUTH AUTHORITY

30 Van Ness Avenue, Room 2026
San Francisco, California 94102

October 1, 1971

Copy of Letter Mailed to
Youth Service Bureau Directors
10-1-71

The Department of the California Youth Authority is conducting a national study of Youth Service Bureaus under the auspices of the Youth Development and Delinquency Prevention Administration of the Department of Health, Education and Welfare.

The 1967 President's Crime Commission proposed the development of Youth Service Bureaus; however, what the Commission offered was an idea rather than a detailed plan of action. As a result, many different types of Youth Service Bureaus have developed.

We have contacted various funding sources to help determine the number of Youth Service Bureaus; your program is among those identified. In order for us to make an assessment as to whether your program can be defined as a Youth Service Bureau, we need your assistance. We need to know: 1) the source and amount of funding; 2) organizational structure; 3) community involvement; 4) objectives; 5) primary functions; 6) services provided; 7) target area; 8) cases served during a given time period; 9) types of cases (sex, age, ethnic group); 10) sources of referral; 11) reasons for referral; 12) hours of operation; and 13) a description of any program evaluation component. Any available evaluative or comprehensive descriptive material you may wish to send would be most helpful.

We will appreciate your completing the attached questionnaire and returning it to us by October 26, 1971, or as soon as possible. If you feel that your program may have been inappropriately identified as a Youth Service Bureau, please indicate this on the questionnaire and return it to us.

Your assistance in this project will enable us to compile valuable information about programs throughout the country. To encourage return of the questionnaire, all cooperating agencies indicating their interest will be placed on the mailing list for dissemination of a copy of the study report from Youth Development and Delinquency Prevention Administration.

Please reply to: Mr. William Underwood, Associate Project Director, National Study of Youth Service Bureaus, Department of the Youth Authority, 30 Van Ness Avenue, Room 2026, San Francisco, California 94102; Area Code (415) 557-1888.

We are looking forward to having you participate in this venture with us and appreciate your cooperation.

Sincerely,

Allen F. Breed, Director
By

William Underwood, Associate Project Director
National Study of Youth Service Bureaus

WAU:rh
Attachment

MAIL TO

William Underwood, Associate Project Director
National Study of Youth Service Bureaus
California Youth Authority
30 Van Ness Avenue, Room 2026
San Francisco, California 94102

*Note: If possible, please send a copy of your proposal for funding or any evaluative or descriptive material about your program.

I. Would you identify your program as a Youth Service Bureau? ___Yes ___No ___Uncertain

II. Name of Program: ____________________

Address: ____________________ Telephone: (   ) __________
Area Code- Number
____________________ Zip Code: ______ County ______

Auspices: ____________________

Month and Year Established: __________

Name of Director: ____________________

Name & Title of person completing questionnaire: ____________________

____

III. Please indicate your sources of funds and the amount that each source contributed to your budget for the fiscal year July 1, 1970 to June 30, 1971, or a comparable 12-month period.

Twelve month period used: ____________________

Source of Funding	Amount

If your program receives financial support from local government, how much is it:

$__________ in kind $__________ cash

Comments: ____________________

____

IV. What people/agencies are involved in implementing the program that you operate?

A. What agency/organization does the project Director report to?

____

____

B. What staff report to the project Director? (Include number, title of staff).

____

____

____

____

C. What other staff, including volunteers, work in your program? (Include number).

____

____

____

____

D. What advisory groups are involved in your project?__________

____

____

____

____

Comments:

V. A. What are the objectives of your bureau?

____

____

____

____

B. Please rank the following functions where 1= most important and 4= least important to your bureau:

______to coordinate
______to fill gaps in service
______to provide direct service
______other:____________

Comments:____

____

____

C. Please rank the following services from most (1= most) to least in terms of total amount of services that you provide:

______Information and referral
______Referral, with general follow-up
______Individual Counseling
______Family Counseling
______Group Counseling
______Drug Program
______Job Referral
______Vocational Training
______Tutoring, Remedial Education

Systems Modification______
Recreation Programs______
Medical Aid ______
Legal Aid ______
Hot Line ______
Other (specify):
____
____
____
____

D. Please comment on the most unique aspect or service of your

Bureau.____

____

____

____

VI. Please describe your program's target group(s) and target area(s), including boundaries, unique features, and social and ecomonic conditions found there.

VII. What was the total number of cases that your agency served from July 1, 1970 to June 30, 1971, or a comparable 12-month period?

Time period:__________________ number of cases served?________

A. What was the estimated number of males and females served?

Number of males:______________Number of females:_____________

B. What was the average age of your clients?__________________

C. What was the estimated number of clients by ehtnic group? (Fill in name of ethnic group, with estimated number served.)

Ethnic Group	Number	Ethnic Group	Number

Comments:

VIII. A. Please indicate your sources of referral and estimated number of referrals from each source during fiscal year 1970-71.

Law Enforcement	______	Self	______
Probation	______	Friend	______
Courts	______	Other (specify):	
Parents	______	____________________	
School	______	____________________	

B. Please rank from 1 to 10 the reasons for referral to your agency (1= most frequent)

Reason	Rank	Reason	Rank

IX. What hours and days are you open? ______________________________

____

____

X. Do you have an evaluation component as a part of your program? ___Yes ___No
If yes, please describe it or send a copy of your plan.

____

____

____

____

____

____

____

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Prevention Administration
Department of Health, Education and Welfare
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Dear Mr. Gemignani;

As a participant, please send me a copy of the publication on the findings of the National Youth Service Bureau Study.

Sincerely,

Signature

Title

Address

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P. O. Box 1728
Bay City, exas 77414

Mr. Charles A. Reese, Director
Youth Services Division
1200 Clifton
Waco, Texas 76704

Mr. Armando Roman, Director
Eagle Pass Youth Services Bureau
614 Quarry Street
Eagle Pass, Texas 78852

Mobile Youth Services Bureau of the Y.W.C.A.
(Margaret H. Wilson, Director)
Maureen Mullin, Program Director
621 Moody
Galveston, Texas 77550

Mr. Ray S. Yetzina, Director
Community Adjustment Services
Treatment Bureau
1015 East Princess Anne Road
Norfolk, Virginia 23504

Mrs. Jean Rula
Project Director
React
809 East Marshall Street
Richmond, Virginia 23221

Mr. Gaveston David, Superintendent
Insular Training School
Anna's Hope, Christiansted
St. Croix, Virgin Islands 00820

Mr. Melvin A. Frett, Director
Youth Activities Coordination
P. O. Box 599
St. Thomas, Virgin Islands 00801

Mr. Roland L. Benjamin, Director
Virgin Islands Commission on Youth
Post Office Box 539
St. Thomas, Virgin Islands 00801

Youth Care Center
P. O. Box 539
St Thomas, Virgin Islands 00801

Mr. David A. Evans, Director
Seattle-King County Center
for Youth Services
Ste. 300, 2208 Northwest Market St.
Seattle, Washington 98107

Mr. Roger C. Gray, Regional Director
Bremerton Center for Youth Services
3421 Sixth Street
Bremerton, Washington 98310

Mr.Stephen J. Carmichael
Regional Director
Tri-City Center for Youth Services
207-E North Dennis
Kennewick, Washington 99336

Mr. Glenn C. Johnsen, Director
Twin City Center for Youth Services
712 Vine Street
Chehalis, Washington, 98532

Mr. Denzel Scott, Director
Delinquency Prevention and Control
115 South Chelan
Wenatchee, Washington 98801

Mr. David de Beauchamp, Director
Yakima Center for Youth Services
1003 Larson Building
Yakima, Washington 98902

Mr. Clyde H. Richey, Director
Shack Neighborhood House
P. O. Box 84
Pursglove, West Virginia

Dane County Social Planning Agency
621 North Sherman Avenue
Madison, Wisconsin 53704

STATE OF CALIFORNIA—HUMAN RELATIONS AGENCY
RONALD REAGAN, Governor

DEPARTMENT OF YOUTH AUTHORITY

30 Van Ness Avenue, Room 2026
San Francisco, California 94102

*This is a copy of a letter
mailed to Youth Service Bureaus
in February and March, 1972 for
on-site visits.*

As you are aware, the California Youth Authority under the auspices of the Youth Development and Delinquency prevention Administration, Department of Health, Education and Welfare, is in the process of carrying out a national study of Youth Service Bureaus. The first phase of the project was to conduct a national census to identify Youth Service Bureaus. This has now been completed and in December, 1971, fifty-five programs were proposed for further study by staff of the project and the Advisory Committee for the National Study of Youth Service Bureaus. This Committee consists of: Richard Clendenen of the University of Minnesota Law School; Josephine Lambert of Boston University; Daniel Skoler of the American Bar Association; Frederick Ward of NCCD; and Sister Isolina Ferré, Executive Director of the Youth Service Bureau in Playa-Ponce, Puerto Rico. Criteria used in selecting projects for more detailed study was as follows:

1. GEOGRAPHY: To the extent possible, programs operating throughout the west, mid-west, east and south will be selected. Within these geographic areas, programs representing metropolitan, rural and suburban areas will also be included.

2. COMMUNITY INVOLVEMENT: To what extent do public and private agencies, along with private citizens, support the identified programs and to what extent are these groups and individuals involved in planning and implementing the services offered?

3. PROGRAM: Program content will be important in the selction of special study bureaus. What are the services offered and what rationale existed for the specific services that have been developed for the given Youth Service Bureau identified?

4. UNIQUENESS OF TARGET AREA: Is there something about the target area? Does it represent some special problem, group or issue that is easily identified?

5. VISIBILITY: Is the program itself identified as an operating organization or is it simply a smaller part of some larger existing program? Does it have a special organizational identity and the ability to command its own financial support?

Your program was one of those recommended for further study.

During February, a representative of the National Study of Youth Service Bureaus will contact you to arrange to visit your program. The tentative schedule for visits will be March and April, 1972. In all probability, the consultant contacting you will be **

Thank you for your cooperation in this important project.

Sincerely,

Allen F. Breed, Director

William Underwood, Associate Project Director
National Study of Youth Service Bureaus

WAU:ro

** *Please note the following pages. Each on-site visiting consultant was introduced to the Bureaus which he planned to visit by this letter.*

** Mr. John F. Allbright. At the present time, he is a Consultant for the California Youth Authority, Division of Community Services, and is responsible for working with various community groups such as probation, police, Juvenile Delinquency Prevention Commissions, County Boards of Supervisors, service groups, etc. He has previously been a Program Administrator at a psychiatric diagnostic center at a correctional facility for young women, a Classification Program Supervisor and a Parole Agent.

** Mr. James C. Barnett. He is presently Fiscal Officer for the Department of the Youth Authority and is responsible for budget, accounting and business services' operations, including the major segment for a 20 million dollar Probation Subsidy Program. He has Particiapted as a consultant to parole and institution management in regard to staffing formulas, reviewing and obtaining approval from control agencies on new and revised programs. He has also held positions as Budget Analyst and Accounting Officer.

** Mrs. Elaine Duxbury. She is presently Project Director for the Evaluation of Youth Service Bureaus in California and has previous experience as a Research Assistant in an advertising firm, Statistical Assistant for the Telephone Company and Survey Analyst for the Los Angeles Times. She has also been the primary author in several reports and articles reagarding Youth Service Bureaus in California.

** Mr. Jack Gifford. At present, he is a Delinquency Prevention and Probation Consultant with the California Youth Authority, Division of Community Services. He has previously worked as a Law Enforcement Consultant and as a Program Administrator with administrative responsibility for a correctional institution living unit of 400 young men and a 58 staff. Also he has been a Parole Agent in a special pilot project in Watts, California, and has previously worked in a Juvenile Hall, both as a staff Supervisor and as a Counselor on a living unit.

** Mr. Herb Troupe. At present Mr. Troupe is the Assistant Supervising Parole Agent at the Jefferson Community Parole Center, Los Angeles. He has had specialized training in Differential Treatment Theory and group work, and extensive previous experience in several Youth Authority institutions.

** Mr. Edward Harrington. At present, he is Assistant Superintendent at the Youth Authority Reception Center and Clinic and supervises diagnostic and casework services. His previous work includes experience as a Supervising Parole Agent, A Delinquency Prevention and Probation Consultant, Parole Agent, Probation Officer and Boys' Group Supervisor.

** Mr. Ron Hayes. He is presently the Administrative Assistant to the Chief of Community Services. He was formerly a Consultant of the Division of Community Services and prior to that was in charge of the Department's Intake section. He has also worked as a Deputy Probation Officer. Mr. Hayes has had numerous special staff assignments such as Administrator to the State Law Enforcement Assistance Administration, developing the state's plan for delinquency prevention and establishing proceedures for processing and monitoring of programs.

** Mr. Richard Lew. Mr. Lew is presently Supervising Parole Agent for the Department of the Youth Authority in Sacramento, California. Also, he has work experience as a Social Worker in a welfare department, as a Probation Officer, Parole Agent, and Administrative Assistant to the Chief of Parole.

** Mr. Al Owyoung. He is presently Chief of the Division of Personnel Management, and is responsible for maintaining the personnel transactions, training program, and career opportunity development programs of the Department. He was previously the departmental Fiscal Officer and has worked as an Auditor, Accountant, and special Administrative Assistant to the Chief of Administrative Services.

** Mr. Loren Look. At present, he is Assistant Superintendent at Karl Holton School, which is a correctional institution for 400 older Youth Authority wards, average age of 18.2. His prior experience includes being Assistant Superintendent at the Preston School of Industry, Regional Supervisor of Parole in the Los Angeles area, Supervisor of Community Treatment in Sacramento, Administrative Assistant to the Chief of Parole, Supervising Parole Agent, Parole Agent, Probation Officer, and Juvenile Hall Counselor. His publications include "A Demonstration Project: Differential Treatment Environments for Delinquents," (N.I.M.H.); and "The Greenbiar Incident," Youth Authority Quarterly.

GENERAL INSTRUCTIONS
NATIONAL STUDY OF YOUTH SERVICE BUREAUS
ON-SITE VISITS

Each consultant is responsible for arranging his own itinerary for the on-site inspections. A telephone call, followed by a confirming letter, is suggested. Travel arrangements are to be coordinated through the Business Service Office.

Two types of on-site reviews will be made -- intensive and regular. An intensive program review will consist of an interview with the youth service bureau director, youth service bureau staff, youth service bureau program participants, appropriate community resource people, an overall program observation, a records review, and collection of written material. One of the intensive program reviews, to be chosen by the consultant, will be an in-depth report. All of the reviews will be in addition to filling out report format sheets. Each consultant is encouraged to take a camera, for either snapshots or slides.

In doing intensive reviews, the number of staff interviewed should correspond with the number of program components. If the program is not in components, at least three staff should be interviewed where possible. The same formula should be used in doing program participant interviews, i.e., one participant for each program component, but no less than three total. Record reviews may be completed with the assistance of youth service bureau staff and are subject to the approval of the youth service bureau director. The community resource people interviewed should be from those agencies that refer to the bureau or in some manner have a direct relationship to it, for example: judges, chiefs of police, probation officers, etc. As often as practical, interview law enforcement officials. As to numbers, the same formula used for staff and participants can be applied.

As a matter of courtesy and public relations, it would be a good idea to contact Youth Development and Delinquency Prevention Administration regional offices while in their areas; and when feasible, Law Enforcement Assistance Administration offices also.

In conducting an interview, the consultant is to use the prompter cards. He will give the interviewee the appropriate card and will record his answers on the interview guide sheet. When that subject has been covered, the interviewee will return the prompter card and the consultant will hand him the next one.

If the question arises, it should be explained that the purpose of the report is to determine program characteristics based on geographical areas. Some programs may be described in detail as examples of typical geographical programs. We are not looking for good programs or bad programs; we are just looking at programs.

The consultant is to use the tapes to assist him in preparing his written reports. The tapes will be retained by the project staff in the event of emergency or need for clarification. They will be erased at the end of the project.

Check List Review
NATIONAL STUDY OF YOUTH SERVICE BUREAUS
On-Site Visits

°Interview with Program Director:
This interview should take about 1 and 1/2 hours or both sides of a c-90 tape. Remember the tape recorder! Turn it on before the program director turns on. My prediction is that they are eager to tell it all. This is probably the most important interview.

We need the face sheet information requested but it is also important to get a notion of the background and the kind of person being interviewed. Take your time on sections I and II.
The emphasis then begins to be on his part in the program and should flow naturally.

Section IV, on Organization, was covered to some degree in the 'mail out questionnaire'. If there is written material, accept and discuss it. Also consider that the formal authority diagram is not always what it appears to be. Discover how it operates -- the informal structure -- and compare it to what is written up.

Section V deals with the methodology and will be important in the narrative write up. We need to know - the Who, What, How, Where and When -of it all. What are the goals and objectives, who are the clients, what services are provided, how are the objectives achieved and how are the services delivered? After all that- what is unique about it all? Section V is midway in the interview for a reason- we want to know how they operate.

Section VI may not be marked on the guide but starts with A on page 5. The director gets to talk about others in the program. It was inadvertently left out in A, but it would be helpful to include a few words about the background of each person described (for example, are ex-offenders used as staff, students, professionally trained social workers, etc.). In any event, we want to know about real people- not just positions.

Section VII should be easy. Whatever the different categories are called, i.e., excellent, good, etc, they represent a scale of 1 to 5. Please rank the program reputation and relationships, in accordance with each viewpoint, in this manner. The information can also be put on a comparative chart.

Section VIII questions are the wind up. Any one of them can cause a time bind. Both of you should be tired at this point and perhaps this will help to keep answers brief.

A new page, which has a prompter card, covers funding which will also help review the mail out questionnaire.

Please remember that only the official interview is over. This is a main reference point, but much additional information is likely to be discussed at other times during the visit and should be noted when appropriate.

°Mail Out Questionnaire
Please briefly check out the information in the copy of the program 'mail out' questionnaire.

°Records Review:
This information is relatively neat and can be put on data processing cards. It is important for the final report. We are interested in the categorized information and not the names. It is important that the cases be of random selection, and of the variety 'which are in jeopardy of getting into the juvenile justice system.'

The directions on random selection -- Divide the total number of cases by 15 -- this will give you a new number -- this new number is the interval at which to choose cases -- no matter what, the total number of cases you should wind up with should be 15 (or 16?) cases which are evenly distributed throughout the total case files. It is okay to let the YSB staff help -- they might even have fun trying to figure out the formula.

°YSB Staff Interview Guide:
This interview should take half an hour to forty-five minutes. It is similar to the YSB Director interview. There are a few less questions and if a question seems inappropriate -- move on. It is important to get a representative variety of staff -- one for each program component or at least three.

°Participant Interview Guide:
Note: There is no space on the form to identify program. In some cases, it may be difficult to clearly determine whether the person is 'staff' or 'participant' -- make a field judgement. The format of the first page of this guide is different but still asks about the background and activities of the individual. No client will be individually identified but will be one of over 100 interviewed throughout the United States. After the first page it should be easy.

°Community Resource Interview Guide:
This interview should take about 1/2 hour. Again, get a variety of two and preferably three people. Emphasize the main source of referral and the system which is being diverted from. Overall it would be good to have representation from judges, probation, law enforcement, and citizens. If these resource persons can provide you with information with which you can compare whether youth are being diverted from the system -- all the better. They might also be aware or know of information regarding the cost of processing an individual through the juvenile justice system.

°Program Observation Guide:
This is to be done throughout the visit. If possible, take pictures of each bureau visited. The information on each completed form can be transposed to IBM cards as well as serving as a guide for the narrative report.

°Narrative Report:
Part I - Tell about the location, facility, staff, and clients to give the reader a sense of 'where they are at,' the 'feel,' or style of the program. It's not enough to have a 'laundry list' of objectives and services, but how are the objectives achieved and how are the services delivered?
Example: Location might figure in on achieving the objectives of diversion and intervention, if the facility is located between the action area and the police station or the juvenile hall. Developing an understanding with the police might be a part of the methodology to gain access to the individuals who are to be provided service, such as family counseling, group therapy, legal aid, medical aid, advocacy, etc. The manner and attitude of those who deliver the service is then the consideration.
Part II - This narrative is more on the formal structure and big picture. Refer to and check out the mail out questionnaire as to the auspices and source of funding. Get to know the state plan and tell how this program fits in. How are the programs accepted philosophically and practically. Items that can be counted in summary are important, i.e., number of clients, contacts, etc.
The cost and any information that you can come up with to illustrate 'cost effectiveness' would be helpful.
Finally, make some conclusion based on the information you have obtained -- include whether the Youth Service Bureau has or can have impact in diverting significant numbers of youth from the juvenile justice system.

°Summary:
There should be a report on each interview (Director, Staff, Participants, Community Resource People).

It may be possible to fill in the blanks on the Interview Guides, but more than likely these will be used to take notes on and the report dictated from a combination of notes and the taped interview. If the report is dictated, please remember to include the guide questions as distinguishable topical headings. Please, keep answers clear and concise, keeping in mind that we wish to categorize as much information as possible for electronic data-processing.

The interview reports, records review, collection of written material, and Program Observation Work sheets should serve as the basis for the narrative report. The narrative report is where you "get it all together."

DICTATION GUIDE
YOUTH SERVICE BUREAU REPORT
Report by _______________

° Name of Program
Location

PART I

° Describe the setting, to include a description of the program facilities and the neighborhood.

° Comment upon the appeal and accessibility the program and staff have for clients.

° Discuss the kind of reputation the program has with officials and agencies, such as the court, probation, police, schools, welfare, etc., as compared with its reputation with the neighborhood, youth, and individuals served.

° What are the characteristics of staff in the program (including the director, full time, part time, and volunteer help)?

° What are the objectives of the program? How do your observations compare with what is written and what is said?

° Please discuss the program content, i.e., the methodology to achieve objectives.
°What are the main services provided?
°What techniques and/or methods are used for delivery?
°What do you view as the most unique aspect of the program? How does this compare with what is claimed?

PART II

° Comment briefly on the State Plan. Does this program have linkage to that plan?

° Have legal problems been encountered, i.e., official status, records, incorporation?

° Summarize:
° Total number of children served (give the time period and differentiate intensive cases from other types of referrals, such as- 'employment' or 'recreation' only).
° Total number of service contacts (give the time period and type where appropriate).

- The kinds of services.
- The cost (the primary sources and amounts, cost for over all program and cost of a given component such as 'tutoring' or 'street work,' cost effectiveness information if available).
- The effectiveness of the model visited.
- If the bureau has had any impact or has contributed to case change in the institutions that normally serve youth (Is there any written reference on this?).
- What role has the bureau played in coordinating existing community resources or developing new ones to the end that more effective services can be delivered to youth?
- If the Youth Service Bureau has had any impact in diverting significant numbers of youth from the juvenile justice system.
- Plus any area of special interest to individual consultant.

YSB DIRECTOR

INTERVIEW GUIDE

Program:______________________________ Telephone (___)______________

Address:____
Street City State Zip Code County

I. 1. Name:______________________________

2. Age:____ 3. Sex:___Male, ___Female 4. Ethnicity:__________

5. Marital Status: Single Married Widowed Divorced Separated

6. Education:

Grade School	Jr.High	Sr.High	A.A.	B.A.	M.A.	Ph.D.
1 2 3 4 5 6	7 8 9	10 11 12	1 2	3 4	1 2	3 4

Special Training:_______________________________________

7. Occupation at which you last worked before this program:____

____

II.

1. Current Job Title:_____________________________________

2. Salary: $_________________

3. What hours and days do you work?_________________________

4. Please describe briefly the work that you do in this program.

III.

1. When and how did you get involved in working in this particular program? Why?

2. What would you describe as success for young persons who are referred to this program?

IV.

A. What people/agencies are involved in the planning for this bureau? (Who has a voice and/or vote in determining the program?)

B. Please describe the organizational structure of this bureau. Discuss the following:

1. The auspices

2. The agency/organization to which the project director reports..

3. The managing board and how it is formed

    a) How are the members designated?

    b) Is there community participation and youth involvement?

    c) Who has a say so on the managing board?

    d) What is the organization relationship between the staff and the managing board, the director and the staff to the managing board?

4. What other advisory groups are involved in the development of policy and operation of the bureau?

5. How are volunteers involved in the operation?

V.

A. Please give me a brief description of this program, including:

1. Objectives
2. Target group
3. Primary service provided
4. Primary treatment techniques
5. How does the program make its services known?
6. What screening - such as interviews and form filling - is required.

B. What would you say is the most unique aspect or service this program has?

A. Please describe the activities and functions of other staff in the program.

1. Name and Title:______________________________

Function and Activities:______________________

____

2. ____

____

3. ____

____

4. ____

____

B. Do you have staff available in crisis situations?

Yes, in person_____ Rarely_____

Yes, by phone_____ Never_____

Sometimes_____ Other_____

C. What programs do you refer clients to? Why?

Name of Program:________________________

Address:________________________________

Key Characteristics:____________________

Name of Program:________________________

Address_________________________________

Key Characteristics:____________________

If none, why?

D. What restrictions or requirements, if any, does this program have for participants (For example, appearance, visits, religious activity, etc.)?

VII. Describe the program staff reputation and/or relationships with:

1. The Court:

____

Excellent Good Average Poor Very Poor

2. Schools:

____

Excellent Good Average Poor Very Poor

3. Probation:

____

Excellent Good Average Poor Very Poor

4. Law Enforcement Agencies (Specify):______________________

____

Excellent Good Average Poor Very Poor

5. Other Social Service Agencies (Specify):_________________

____

Excellent Good Average Poor Very Poor

6. Youth (in general):

____

Excellent Good Average Poor Very Poor

7. Youth (who are part of the program):

____

Excellent Good Average Poor Very Poor

8. Other (Specify):______________________________________

____

Excellent Good Average Poor Very Poor

FUNDING INFORMATION

NAME OF PROGRAM

Please indicate your funding sources by the following criteria:

SOURCE: Name of funding agency and whether it is Federal, State, County, City private or other (please specify).
AMOUNT: Amount of contribution.
TYPE: Grant, matching in-kind contribution, matching cash contribution, cash, donated services or other (please specify).

Use the most recent fiscal year or a comparable 12-month period.

Time period used________________19______, to____________19_____

SOURCE	AMOUNT	TYPE
____________________ primary	$______________	___________
____________________ secondary	$______________	___________
____________________ tertiary	$______________	___________
____________________ other	$______________	___________
TOTAL	$______________	

YSB STAFF
INTERVIEW GUIDE

Program:________________________ Telephone (   )________

Address:____
Street City State Zip Code County

I. 1. Name:________________________

2. Age:_____ 3. Sex:____Male, ____Female 4. Ethnicity:__________

5. Marital Status: Single Married Widowed Divorced Separated

6. Education:

	Grade School	Jr.High	Sr.High	A.A.	B.A.	M.A.	Ph.D.
	1 2 3 4 5 6	7 8 9	10 11 12	1 2	3 4	1 2	3 4

Special Training:________________________

7. Occupation at which you last worked before this program:____

____

II.

1. Current Job Title:________________________

2. Salary: $________________

3. What hours and days do you work?________________

Please describe briefly the work that you do in this program.

III.

1. When and how did you get involved in working in this particular program? Why?

2. What would you describe as success for young persons who are referred to this program?

IV.

A. Please give me a brief description of this program, including:

1. Objectives.
2. Target group.
3. Primary service provided.
4. Primary treatment techniques.
5. How does the program make its services known?
6. What screening - such as interviews and form filling - is required?

V.

What would you say is the most unique aspect or service this program has?

VI.

Is the program director available in crisis situations?

Yes, in person_____ Rarely_____

Yes, by phone_____ Never_____

Sometimes_____ Other_____

VII.

What programs do you refer clients to? Why?

Name of Program:________________________

Address:________________________________

Key Characteristics:____________________

Name of Program:________________________

Address_________________________________

Key Characteristics:____________________

If none, why?

What restrictions or requirements, if any, does this program have for participants: (For example, appearance, visits, religious activity, etc.)?

IX. Describe the program staff reputation and/or relationships with:

1. The Court:

Excellent Good Average Poor Very Poor

2. Schools:

Excellent Good Average Poor Very Poor

3. Probation:

Excellent Good Average Poor Very Poor

4. Law Enforcement Agencies (Specify):____________________

Excellent Good Average Poor Very Poor

5. Other Social Service Agencies (Specify):_______________

Excellent Good Average Poor Very Poor

6. Youth (in general):

Excellent Good Average Poor Very Poor

7. Youth (who are part of the program):

Excellent Good Average Poor Very Poor

8. Other (Specify):__________________________________

Excellent Good Average Poor Very Poor

X.
How do you avoid labeling; i.e., stigma?

What is your situation regarding voluntary or involuntary referrals (Coercion Vs. Non-coercion)?

What kind of evaluation component do you have?

What are the plans for future funding of the program?

What is the most difficult problem confronting this program today?

COMMUNITY RESOURCE
INTERVIEW GUIDE

Name: ______________________________

Current Job Title: ______________________________

Agency or Organization: ______________________________

Address: ______________________________
Street City State Zip Code County

Telephone ( ) ______________________________

I. In what capacity are you involved in this particular program? Why?

II. What would you describe as success for young persons who are referred to this program?

III. Please give me a brief description of this program, including:

1. Objectives.

2. Target group.

3. Primary service provided.

IV. Are volunteers involved in the operation? How?

V. What would you say is the most unique aspect or service this program has?

VI. Describe the program staff reputation and/or relationships with:

1. The Court:

Excellent Good Average Poor Very Poor

2. Schools:

Excellent Good Average Poor Very Poor

3. Probation:

Excellent Good Average Poor Very Poor

4. Law Enforcement Agencies (Specify):____________________

Excellent Good Average Poor Very Poor

5. Other Social Service Agencies (Specify):________________

Excellent Good Average Poor Very Poor

6. Youth (in general):

Excellent Good Average Poor Very Poor

7. Youth (who are a part of the program):

Excellent Good Average Poor Very Poor

8. Other (Specify):____________________________________

Excellent Good Average Poor Very Poor

VII. What is the most difficult problem confronting this program today?

YSB PROGRAM PARTICIPANT . INTERVIEW GUIDE

A. Identifying Information:

1. Age_____ 2. Sex: Male___, Female___ 3. Ethnicity:______

B. Family and Home:

1. How many brothers and sisters do you have?___brothers;___sisters
   Ages: _____,_____,_____,_____,_____,_____,_____,_____

2. Whom do you live with? Mother_____, Father_____, Brothers_____,
   Sisters_____, Relative (specify)___________, Other______.

3. How many rooms (excluding kitchen and bathrooms) do you have?____

4. How well does your family usually get along together?
   Very well_____, Moderately Well_____, Not very Well_____.

5. How many times have you moved? 1 2 3 4 5 6+

6. How many close friends do you have? 1 2 3 4 5 6+

C. Education and Work:

1 Are you now attending school: Yes_____, No_____

2. What kind of grades do you make in school?

   Excellent Good Fair Poor Very Poor

3. What kind of behavior record do you have from school:

   Excellent Good Fair Poor Very Poor

4. How do you feel about school?

   Excellent Good Fair Poor Very Poor

5. How far have you gone in school?

Grade School	Jr. High	Sr. High	A.A.	B.A.	M.A.	Ph.D.
1 2 3 4 5 6	7 8 9	10 11 12	1 2	3 4	1 2	3 4

   Special training:________________________________

6. How far has your father gone in school:

Grade School	Jr. High	Sr. High	A.A.	B.A.	M.A.	Ph.D.
1 2 3 4 5 6	7 8 9	10 11 12	1 2	3 4	1 2	3 4

   Special training:________________________________

7. How far has your mother gone in school:

Grade School	Jr. High	Sr. High	A.A.	B.A.	M.A.	Ph.D.
1 2 3 4 5 6	7 8 9	10 11 12	1 2	3 4	1 2	3 4

Special training:____________________________________

8. What is your father's occupation?____________________

9. What is your mother's occupation?____________________

10. What jobs have you had in your life?________________

How old were you?____________________________

Which did you like most?__________Least?________

11. What sort of job would you like to have?______________

____

II.

A. When and how did you get involved in this program?

1. Did you have to fill out special forms?
2. Did you have to have an interview?

B. How are you involved in this program?

1. Whom do you see?
2. What do you do?
3. How much time do you spend here?

III.

A. Please give me a brief description of this program:

1. What are they trying to do?

2. Who are the participants?

3. What kind of services and activities are there?

4. How do people find out about the program?

5. What are the days and hours of operation?

B. What restrictions, special conditions, or requirements, if any, does this program have for its participants (For example, appearance, hair length, visits, religious activity, etc.)?

C. How is this program different? What does it do that you think is special?

IV.

A. What do the different people who work in the program do?

1. Name and Title:__________________________________

   Function and Activity:______________________________

2.

3.

4.

5.

B. If you have a problem which needs immediate attention, are you able to contact someone from this program?

Yes, in person_____ Rarely_____

Yes, by phone______ Never______

Sometimes__________ Other (specify):_____

Comments:____

____

C. What other programs, such as this one, do you know about? Would you recommend them? Why?

Name of Program:

Location:

Key Characteristics:

Recommendation:

Why:

Name of Program:

Location:

Key Characteristics:

Recommendation:

Why:

V. Describe the program staff reputation and/or relationships with:

1. The Court:

Excellent Good Average Poor Very Poor

2. Schools:

Excellent Good Average Poor Very Poor

3. Probation:

Excellent Good Average Poor Very Poor

4. Law Enforcement Agencies (Specify):________________________

Excellent Good Average Poor Very Poor

5. Other Social Service Agencies (Specify):__________________

Excellent Good Average Poor Very Poor

6. Youth (in general):

Excellent Good Average Poor Very Poor

7. Youth (who are part of the program):

Excellent Good Average Poor Very Poor

8. Other (Specify):____

Excellent Good Average Poor Very Poor

VII. What is the most difficult problem confronting this program today?

RECORD REVIEW

I. If possible, please review case records as follows:

A. Total number of cases served since bureau started operation:
Number ________
Date Started ________

B. Total number of active cases as of the date of visit:
Number ________
Date ________

II. If some other form of record keeping is used, please comment:
What ________________
How ________________
Why ________________

III. If there are case folders, please do the following:

Obtain total number of active cases. Divide that number by 15. The resultant number is the interval by which cases should be taken for the sample. Example: Given that there are 150 active cases, divide 150 by 15; the result is 10. Therefore, every 10th case should be used (Start from Case 1, count to Case 10, then to Case 20, ad infinitum).

From each case, please note the following:

A. Age _____

B. Sex _____

C. Ethnic group _____

D. School (i.e., in school, dropout, grade) _____

E. Referred by _____

F. Reason for referral _____

G. Program or service provided _____

H. Length of time in program _____

I. Approximate number of contacts and/or frequency of contacts of visits _____

J. Other (any unique aspect?) _____

(A form is attached for your convenience)

CASE NO.	AGE	SEX	ETHNIC	SCHOOL Grade-Status	REFERRED BY	REASON	PROGRAM OR SERVICE PROVIDED	TIME IN PROGRAM	CONTACT FREQUENCY

PROGRAM OBSERVATION
ON-SITE VISITS

Instructions:
Consultants are requested to prepare a resume of their observations during the on-site visit. This narrative is to be in addition to completion of the Program Observation form. Please prepare the report utilizing similar topical headings and general format but in greater depth than can be achieved on the form.

I. Name of Program: ______________________________

Address: ______________________ Telephone: ( ) __________
Area Code - Number

Prepared by: ____________________

II. Setting:

A. What is the physical condition of the program facilities?

1. Building:

Excellent Good Average Poor Dilapidated

2. Furniture:

Excellent Good Average Poor Dilapidated

3. Offices:

Excellent Good Average Poor Dilapidated

4. Equipment:

Excellent Good Average Poor Dilapidated

5. Other: (specify) ______________________

Excellent Good Average Poor Dilapidated

B. If you can, approximate the square footage of the facility.____

Is there space which provides privacy during interviews and treatment?

Is there space for actvity?

C. What are the conditions of the immediate neighborhood?

1. Type:

____

Core City Urban Suburban Rural

2. Physical:

____

Excellent Good Average Poor Dilapidated

3. Socioeconomic Status:

____

Upper Middle Working Lower

4. Ethnicity: (specify ethnic group and approximate percentage.)

_______________% _______________% _______________%

_______________% _______________% _______________%

Comment:____

____

III. Character:

A. What is the actual accessibility of the program to its stated target group?

1. Is it within walking distance?_____

2. Can it be reached easily by public transportation?______

3. At what hours are services actually provided?_______

____

How does this compare with what is claimed?_________

____

4. What amount of paper work is involved for intake of clients?

____

5. What is the initial impression made by staff when a stranger or new client comes in for the first few times?

____

6. Is the director available in crisis situations?

Yes, in person______ Rarely_______

Yes, by phone______, Sometimes______, Never_______

B. describe the program staff relationships with:

1. The Court:

Excellent Good Average Poor Very Poor

2. Schools:

Excellent Good Average Poor Very Poor

3. Probation:

Excellent Good Average Poor Very Poor

4. Law Enforcement Agencies (Specify):______________________

Excellent Good Average Poor Very Poor

5. Other Social Service Agencies (Specify):__________________

Excellent Good Average Poor Very Poor

6. Youth (in general):

Excellent Good Average Poor Very Poor

7. Youth (who are a part of the program):

Excellent Good Average Poor Very Poor

8. Other (Specify):____

Excellent Good Average Poor Very Poor

C. What are the characteristics of staff observed working in the program?

Age	Sex	Ethnicity	Appearance(dress)	Function/job title
___	___	___________	___________	_________________
___	___	___________	___________	_________________
___	___	___________	___________	_________________

D. What are the characteristics of the clients observed in the program?

Age	Sex	Ethnicity	Appearance(dress)	Function/job title
___	___	___________	___________	_________________
___	___	___________	___________	_________________

IV. Program Content:

A. What services were you able to observe or see evidence of? How did this compare with what is claimed?

B. Give a brief general description of the program.

C. What techniques are used?

D. What is the most unique aspect of the program that you observed?

V. Please collect and attach samples of brochures and program descriptions which are generally available to the public.

VI.

A. Please collect written program material to include but not be limited to as many of the following as possible:

1) A copy of the most recent program proposal for funding.

2) The budget.

3) A copy of the most recent periodic activity report submitted to: a) - funding source b) - managing board c) - other (specify)

4) Comparative statistics in regard to arrest rates and disposition of arrest since the Youth Service Bureau has been in operation.

5) Comparative statistics with other areas to determine if the number of arrests is decreasing or increasing at a rate similar or dissimilar to the Youth Service Bureau target area.

6) Information on the source of referrals.

7) Criteria used to make referrals.

8) By-laws, policy manual, operations manual.

B. From the written material collected, records and other evidence resulting from discussion, please comment and summarize the following:

1) Total number of children served.

2) Total number of service contacts.

3) The kinds of services.

4) The cost.

5) The effectiveness of the model visited.

APPENDIX B

EXERCISE
GROUPING PROGRAMS BY TARGET AREA AND TYPE OF SERVICES

Target Areas

Many target areas just cannot be conveniently placed in categories. Keeping this in mind, the following categories were designed primarily to accomodate the continuum from rural to core city. The scale used is on the basis of ten (10) letters, A to J with every other letter blank for programs in target areas that tended to be inbetween the categories described.

A - rural: a county or multiple county target area with the office location in a small town. In this instance small town usually means having a population of under 10,000 and having considerable land space between towns.

B -

C - City and county: county wide or multiple county wide with an office site in a medium size or large city.

D -

E - Suburban: this target area is characterized as a "bedroom" community. The socio-economic situation usually seems to be favorable as compared to other target areas. This may only be superficial, however.

F -

G - City: usually this target area has the nature of having both industry and residences, although it may sometimes be similar in size to what is characterized as a suburb.

H -

I - Core city: a highly populated area with industry and "main offices," where rich people live in penthouses (when not living in the country), where the almost rich commute to work and where poor people live from day to day in miserable circumstances.

J -

PROGRAMS BY TYPE OF SERVICE

Next to target area, the emphasis on either direct or indirect service was a significant factor in shaping the nature of a given youth service bureau. Identifying bureaus along a continuum was not so difficult nor complex as specifying the target areas; however, there were no "pure" models and again some programs just could not conveniently be placed in a category. Keeping this in mind, the following categories were set up primarily to accomodate the kinds of services that seemed to be emphasized during the process of the study. The scale used is on the basis of 1 equals indirect and 10 equals direct services:

Indirect Services:

1. Research and Grant writing
2. Community organization and systems modification

Direct and Indirect Services, Emphasis on Indirect:

3. Coordination, community organization and systems modification but with other short term services on a limited basis.
4. Coordination, community organization, and systems modification with short term services as needed and long term services on a very limited basis.

Direct and Indirect Services, Equal Emphasis:

5. Coordination, community organization, systems modification, short term service needs and long term service needs emphasized equally.

Direct and Indirect Services, Emphasis on Direct:

6. Comprehensive short term services provided with limited long term services; coordination, systems modification and community organization less visible but an integral part of the program.
7. Short term services provided, emphasis on crisis, but with other short term services available and long term as needed; indirect services such as coordination, community organization, and systems modification a part of the program on a limited basis.

Direct Services:

8. Comprehensive direct casework services provided, with some Youth Development services such as recreation, job placement, medical or legal aid, etc.
9. Emphasis on a single service such as shelter care, counseling or therapy, or some form of education or training.
10. Emphasis on Youth Development type service, with potential for short term crisis services on a limited basis.

GROUPING PROGRAMS BY TARGET AREA AND TYPE OF SERVICES

Rural America, Helena, Montana	A-2
YSB, Morrilton, Arkansas	A-4
Manteca House, Manteca, California	A-6
Tri-Co., Hughsville, Maryland	A-8
YSP, Nogales, Arizona	A-10
Miami Co., Peru, Indiana	B-3
Washtenaw YSB, Ann Arbor, Michigan	B-3
YS, DeKalb, Illinois	B-6
Howard Co., Kokomo, Indiana	B-7
Northumberland Co., Shamokin, Pennsylvania	B-7
YDS, Billings, Montana	C-2
YSRB, San Angelo, Texas	C-3
Seattle-King Co., Seattle Washington	C-3
Maricopa Co., Phoenix, Arizona	C-7
Awareness House, Stockton, California	C-7
Tarrant Co., Fort Worth, Texas	C-7
TCCC, Jackson, Mississippi	C-8
Youth Action, Arvada, Colorado	E-3
Bridge, Palatine, Illinois	E-7
Relate, Wayzata, Minnesota	E-7
YSB, Glastonbury, Connecticut	E-8
Give-Take, St. Louis Park, Minnesota	E-8
YSB, Middletown, New Jersey	E-9
Foundation, East Detroit, Michigan	E-9
YSB, Boulder, Colorado	F-4
Council for Youth, East Palo Alto, California	F-5
YSB, Scottsdale, Arizona	F-6
Soc. Advocates for Y, Santa Rosa, California	F-6
YB, Bowling Green, Kentucky	F-6
Counterpoint, Portland, Oregon	F-7
Roving Youth Leader, Fairmount Heights, Maryland	F-8
YSB, Boise, Idaho	G-6
Youth Guidance Coun., Rock Island, Illinois	G-7
Council for Youth, Las Cruces, New Mexico	G-7
YSB Wake Forest, Winston-Salem, North Carolina	H-3
YRB, Cambridge, Massachusetts	H-6
YRA, New Bedford, Massachusetts	H-6
Palama Settlement, Honolulu, Hawaii	H-6
YSB, Greensboro, North Carolina	H-7
YSB, Providence, Rhode Island	H-7
YCC, Jackson, Mississippi	H-9

Grouping Programs by Target Area and Type of Services (cont.)

Pre-Delinq., Kansas City, Missouri	I-3
Youth Advocacy, South Bend, Indiana	I-4
YSB, El Paso, Texas	I-4
YRB, Worcester, Massachusetts	I-5
YSB, Tucson, Arizona	I-6
Concerns, Omaha, Nebraska	I-6
YSB, Columbus Ohio	I-6
YSB, Playa Ponce, Puerto Rico	I-6
YSP, San Antonio, Texas	I-6
YSB, East San Jose, California	I-6
YS of Tulsa, Oklahoma	I-7
Hall Neigh. House, Bridgeport, Connecticut	I-8
Russell YSB, Louisville, Kentucky	I-8
CAST, Norfolk, Virginia	I-8
Phalen Area, St. Paul, Minnesota	I-10
Neighborhood Y Diversion, Bronx, New York	J-7
Wiltwyck, New York, New York	J-7

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A BRIEF ANNOTATED BIBLIOGRAPHY

"Articles of Incorporation of Youth Service Bureau of Boise, Idaho, Inc. A Non-Profit Corporation," Mimeographed paper, executed June 22, 1971.

This is an example of legal papers of incorporation which specifies the aims and goals of youth service bureaus.

Burns, Virginia, and Leonard Stern. "The Prevention of Juvenile Delinquency," *Task Force Report: Juvenile Delinquency and Youth Crime*. Task Force on Juvenile Delinquency, The President's Commission on Law Enforcement and Administration of Justice. Washington: G.P.O., 1967 pp 353-409.

The authors have asked for a national strategy regarding youth development and delinquency prevention. On page 396 they discuss alternatives to judicial handling.

California, State of. *California Welfare and Institutions Code*. Section 1900-1905, "Chapter 9 Youth Service Bureaus," 1968 Ch. 934.

This statute made provision for establishing Youth Service Bureaus in California. It provides background in regard to the emphasis placed on coordination and other aspects of Youth Service Bureaus in that state.

California, State of, Department of the Youth Authority. *Youth Service Bureaus: Standards and Guidelines*. [William A. Underwood,] California Delinquency Prevention Commission, October, 1968.

This publication was developed to provide public and private organizations with a guide to make application for Youth Service Bureau grant funds in California. It gives purpose of the California Youth Service Bureau Act and sets standards for personnel, public agency participation, terms of agreement between key participating agencies, policy, and evaluation.

Duxbury, Elaine. "Youth Service Bureaus, California Style," *Youth Authority Quarterly*, Summer 1971, pp 11-17

A report on how the nine bureaus throughout California carried out the Youth Service Bureau concept of reducing delinquency. It covers two pioneering years of the implementation of Youth Service Bureaus.

Duxbury, Elaine. *Youth Service Bureaus, A First-Year Report to the California Legislature*. Department of the Youth Authority, Jan. 1970.

This report discusses the development of bureaus and makes a preliminary evaluation.

Duxbury Elaine. *Youth Service Bureaus in California: A Progress Report.* Number 2, California Youth Authority, Jan. 1971.

The second-year report of Youth Service Bureaus in California is a continuation of the previous year's report but discusses in more detail organization, delivering specific preventative services, coordination, program evaluation, plus descriptions of the nine bureaus.

Duxbury, Elaine. *Youth Service Bureaus in California: A Progress Report.* Number 3, California Youth Authority, Jan. 1972

The third-year report has a similar format to the first and second year reports but is more comprehensive. Definitions regarding terms such as coordination and diversion are discussed and in conclusion the author states, "The evidence shows that in some of the communities where the bureaus were located reductions in delinquency were rapid." p.123.

Elson and Rosenheim. "Justice for the Child at the Grassroots," *American Bar Assn. Jour.* 51, (1965) p 341.

An approach whereby lay citizens become involved as a hearing committee for young people in their neighborhood who have committed delinquent acts.

Ferré, Sister Isolina, and Joseph P. Fitzpatrick. "Community Development and Delinquency Prevention: Puerto Rican and Mainland Models," paper presented at Amer. Soc. of Criminology, San Juan, Puerto Rico, Nov. 5, 1971. 11pp

This paper provides insight on the importance of considering culture and interpersonal relationships in implementing program.

Gorlich, Elizabeth J. "Guidelines for Demonstration Projects for Youth Service Bureaus," U. S. Department of HEW, Social and Rehabilitation Service, Children's Bureau, 1969. 11pp

This booklet was prepared to stimulate interest in the concept of Youth Service Bureaus and sets forth guides for the establishment of programs. It discusses auspices, structure, target group and functions.

Great Britain, Home Dept. *The Child, The Family and The Young Offender.* Parliamentary publications, Aug. 1965 Cmnd 2742 Vol. 29 HMSO 1945 14pp.

This is the "British White Paper" which is the British version of the Youth Service Bureau concept. It was a main source of reference in the development of the recommendation for Youth Service Bureaus in the United States.

Handler, Joe F. and Margaret K. Rosenheim. "Privacy and Welfare: Public Assistance and Juvenile Justice," *Law and Contemporary Problems*, 31 (1966) pp 377-412.

This article points out that it is clear that the overwhelming majority of delinquents taken into custody never see a juvenile court judge. Eighty percent of the adolescents taken into custody for delinquency probably never go to court. In essence, we operate with a system of prejudicial disposition.

Kahan, B. J. "The Child, the Family and the Youth Offender: Revolutionary or Evolutionary?" *6, Great Britain Journal of Criminology*, (1966) 101-69.

This is one of a series of articles on the "British White Paper." The author points out that eventually we will have to solve problems of youth who make immature judgements by a means other than the full processes of the law.

Lemert, Edwin M. *Instead of Court: Diversion in Juvenile Justice*, Nat. Institute of Mental Health, Center for Studies of Crime and Delinquency, Public Health Service Pub.No. 2127, Chevy Chase, Maryland, 1971.

This 95 page monograph deals with the issue of diversion from the juvenile justice system. The problems and alternatives are analyzed systematically. Many of the activities of youth which are labeled as "delinquent" need to be normalized. Reform seems to depend on changes and legislation. Youth Service Bureaus are discussed briefly. In general, the author is critical of the initial lack of definition. He restrains himself from criticizing the bureaus too harshly and indicates that much depends on enabling legislation.

Lemert, Edwin M. "The Juvenile Court - Quest and Realities," *Task Force Report: Juvenile Delinquency and Youth Crime*, Task Force on Juvenile Delinquency, The President's Commission on Law Enforcement and Administration of Justice. Washington: G.P.O., 1967 pp 91-107.

This is an overall view of the juvenile justice system, especially the juvenile court. A section on pages 96 and 97 entitled "Judicious Non-Intervention" is of particular interest as background to the Youth Service Bureau concept.

Mangel, Charles, Sr.Ed. Look. "How to Make A Criminal Out of A Child," *Look*, June 29, 1971 pp 49-53.

In a dramatic journalistic way, Mr. Mangel describes hardships of several boys who began their delinquent careers as a result of undesirable environment. In the article he talks to Milton Rector, and at the end there is a note that Youth Service Bureau information can be obtained from National Council on Crime and Delinquency, NCCD Center, Paramus, New Jersey 07652.

Martin, John. "Toward a Political Definition of Juvenile Delinquency," U.S. Department of HEW, Soc. and Rehabil. Serv., Youth Devel. and Delinquency Prevention Admin., Washington: G.P.O., 1970.

A critique of the juvenile justice system with the emphasis on the part that politics plays in the development of institutions. He seeks a system towards better checks and balances and suggests that we explore the way in which Youth Service Bureaus might serve to reduce the imbalance of power between the juvenile justice system and those who receive its care.

Martin, John M., Charles F. Grosser, Dorothea Hubin and Joseph P. Fitzpatrick. "Theory Building in the Political Context of Community Action Programs." *Delinquency Prevention: The Convergence of Theory Building, Political Influence, and New Modes of Advocacy,* Institute for Social Research, Bronx, N.Y.: Fordham University, Oct. 1971 71pp.

The authors provide examples and field tests regarding the importance of political factions in developing and implementing Youth Service Bureaus.

Moore, Eugene Arthur. "Youth Service Bureaus - Local Community Action Program Prevents Delinquency," *The Journal of the American Judicature Society,* K, J 741, Judicature, Vol. 52, No. 1, June-July 1968-1969.

Judge Moore describes the Community Action-Delinquency Prevention program of Oakland County, Mich. He believes that to avoid a national disaster of delinquency, we need Youth Service Bureau-type programs.

Norman, Sherwood. "The Youth Service Bureau, A Brief Description with Five Current Programs," National Council on Crime and Delinquency, New York, N.Y.10010, NCCD, May 1970 65pp.

Description as to the purpose of a Youth Service Bureau and an example of five model programs; i.e., Citizen Action, Community Organization, Cooperating Agency, Street Outreach and Systems Modification models.

Norman, Sherwood. *The Youth Service Bureau: A Key to Delinquency Prevention.* National Council on Crime and Delinquency, Paramus, N.J.: NCCD 1972.

On the establishment, administration, and operation of community Youth Service Bureaus. Chapters include: rationale - function; how to start and fund a youth service bureau; organization; administration; linking youth to service; developing resources; modifying systems; citizen organization; evaluation; research-based planning.

Platt, Anthony M. "Saving and Controlling Delinquent Youth: A Critique," from *Issues in Criminology,* Vol. V, no. 1, Winter 1970. pp 1-24.

The paper uses history and comparative perspective to evaluate recent happenings concerning the prevention and control of delinquency. It compares contemporary features of what it calls the Delinquency Control Movement (DCM) with the Child Saving Movement (CSM) which developed at the end of the 19th Century.

Platt, Anthony M. "The Child Savers? The Invention of Delinquency," Unviersity of Chicago Press, 1969.

The author traces the efforts of social reformers of the late 19th Century in the development and implementation of the Juvenile Court Act. For the most part, the scene of this study is Chicago. He points out that CSM brought about new categories of youthful misbehavior as law violations and, as a consequence, invented delinquency. The study attempts to find the social basis of humanitarian ideals and the intentions of CSM with institutions they helped to create.

Polk, Kenneth. "Delinquency and Community Action in Non-Metropolitan Areas," *Task Force Report: Juvenile Delinquency and Youth Crime.* Task Force on Juvenile Delinquency, The President's Commission on Law Enforcement and Administration of Justice. Washington: G.P.O., 1967. pp 343-352.

This article deals with delinquency prevention in rural areas and smaller cities. The author points out that non-metropolitan delinquency needs attention also.

Polk, Kenneth. "Delinquency Prevention and the Youth Service Bureau," *An Assessment of the Juvenile Delinquency Prevention and Control Act of 1968,* by Daniel C. Jordan and Larry L Dye, Amherst, Mass: Univ. of Mass. 1970. pp 87-117.

Possible functions of Youth Service Bureaus are discussed. Five recommendations are: development of responsible and responsive communities; involvement of youth; development of non-legal interrogative procedures; development of positive options for creation of legitimate identities; and individually oriented counseling services.

Reynolds, Paul Davidson and John J. Vincent. "Evaluation of Five Youth Service Bureaus in the Twin Cities Region," mimeographed paper for Minnesota Center for Sociological Research, Department of Sociology, Univ. of Minnesota, Minneapolis (March 1972) 32pp.

This progress report describes clientele and activities of youth service bureaus in the Minneapolis - St. Paul, Minnesota area. The research methodology used to obtain information was systematic and deliberate. After six months of study, the authors indicate that bureaus in the Twin Cities area are "providing the types of services envisioned by the President's Commission on Law Enforcement and the Administration of Justice." p 32.

Rosenheim, Margaret K, "Youth Service Bureaus: A Concept in Search of Definition," *Juvenile Court Judge's Journal*. Vol. XX, No. 2, (Summer 1969) pp 69-74

Youth Service Bureaus have caused excitement because they were one of the few new suggestions in the President's Crime Commission Report. The stated purpose of bureaus is to avoid stigma, rely on change agencies rather than juvenile court and to energize community involvement. The author compares the strategy of a Youth Service Bureau as extending the middle class ethic to less privileged areas in the community.

Rosenheim, M. K., and D. L. Skoler. "The Lawyer's Role at Intake and Detention Stages of Juvenile Court Proceedings," *Crime and Delinquency*, Vol. II, No. 2, (April 1965) pp 167-74.

Lawyers should have the right to be involved with juvenile court cases at any point in the proceedings and the earlier the better. From the practical side there is examination that if it is done in every case, it could perhaps become routine and not mean as much as it should.

Rubin, Ted. *Law as an Agent of Delinquency Prevention*. U.S. Dept. HEW, Soc. and Rehabilitation Serv., Washington: G.P.O., YDDPA 1971, 60pp.

This paper was presented to the Delinquency Prevention Strategy Conference as Santa Barbara, Calif. Feb. 18-20, 1970 by Ted Rubin, a former judge of the juvenile court, City and County of Denver, Colo. There are actually several papers within the text; diversion and various techniques of diversion; legal attacks on the shortcomings of the juvenile justice system and education in the law.

Rutley, Ralph, "YSB Loves You," *Youth Authority Quarterly*, State of California, Department of the Youth Authority (Summer 1971) pp 18-20.

The author is a Youth Service Bureau Director and tells how a Youth Service Bureau operates and how it "feels." He gives specific examples of programs and, in particular, relates the activities during the summer of 1971.

Saxe, John Godfrey. "The Blind Men and the Elephant," in Margery Gordon and Marie B. King, *A Magic World, An Anthology of Poetry*. New York: D. Appleton and Co. MCMXX (1930) pp 104-5.

Six people describe what they "see" from different vantage points.

Schiering, G. David. "A Proposal for the More Effective Treatment of the 'Unruly' Child in Ohio: The Youth Service Bureau," reprint from University of Cincinatti Law Review, Vol. 39, No. 2, (Spring 1970) *Diverting Youth from the Correctional System;* U.S. Dept. HEW, Washington: G.P.O. 1971 pp 67-82.

The Youth Service Bureau is presented as a means to preserve the philosophy of the juvenile court with the court itself balancing this by providing consititutional protections. He emphasizes purchasing services from other community agencies as a broker.

Seymour, John A. "The Current Status of: Youth Service Bureaus," mimeographed for seminar with the Center for Study of Welfare Policy and Center for Studies in Criminal Justice, University of Chicago, March 11, 1971. 25pp.

This is a report on the seminar held Jan. 24-25, 1971, sponsored by the Center for the Study of Welfare Policy and the Center for Studies in Criminal Justice, University of Chicago. The seminar took in a wide range and was so diverse that it did not prove possible to achieve continuity. The author feels that seminar discussions were disappointing, partly because of the nature of the concept itself and because speakers rightly emphasized that no one model for a bureau could be devised. He felt it failed to bring the concept of diversion into sharp focus and confused specific diversion efforts with the overall description in a broad sense of delinquency prevention.

Seymour, John A. "Youth Service Bureaus" mimeographed paper prepared as background material for a seminar on Youth Service Bureaus, sponsored by the Center for the Study of Welfare Policy and the Center for Studies in Criminal Justice, University of Chicago, Jan. 24-25, 1971 38pp.

The stated purpose of this paper is to examine the President's Crime Commission proposals for the establishment of Youth Service Bureaus. The paper is well indexed with many references. It is a good academic analysis of the Youth Service Bureau recommendation of the President's Crime Commission Report.

Sheridan, William. "Juvenile Court Intake," 2, *Journal of Family Law.* 139 pp 65-67.

An analytical and comprehensive examination of the juvenile court intake process. The screening process is examined and would be one area that might be considered in the development of Youth Service Bureaus.

Sheridan, William. "Juveniles Who Commit Non-criminal Acts: Why Treat in a Correctional System?" *Federal Probation,* (March 1967) pp 26-30.

Sheridan, William. "New Directions for the Juvenile Court," *Federal Probation,* (June 1967), pp 15-20.

Sheridan, William. "Structuring Services for Delinquency Children and Youth," *Federal Probation,* (Sept. 1967) pp 51-56.

This series of three articles deals with the offender and potential offender from apprehension to discharge. The first has the most bearing on Youth Service Bureaus. The description of intervening services between complaintant and court is very similar in language to the Crime Commission Report. He describes a program which should receive referrals from a variety of sources, including police, courts, schools, public and private agencies, and parents.

Skoler, Daniel. "Future Trends in Juvenile and Adult Community-Based Corrections," *Juvenile Court Journal,* Vol. XXI, No. 4, (Winter 1971) pp 98-103.

This is a survey type article which first relates the shortcomings of institutional programs and goes on to explore the community-based alternatives. First mentioned are Youth Service Bureaus. He notes that we have no common agreement as to what a Youth Service Bureau is, what services it should provide, or under whose auspices it should be operated.

Skoler and Tenney. "Attorney Representation in Juvenile Court," 4, *Journal of Family Law,* 77, (1964) pp 80-1.

The percentage of juvenile court offenders represented by attorneys in 1964 was not high nationwide. It predicts with a relative degree of accuracy the situation we have in 1971 of attorneys playing an increased role in juvenile court matters.

Underwood, William A. "California Youth Service Bureaus," *Youth Authority Quarterly*, (Winter 1969) pp 27-33.

Underwood, William A. "Youth Service Bureaus: A New Way for Offenders," *Youth Authority Quarterly*, (Fall 1968) pp 12-3.

These articles trace the development of Youth Service Bureaus in California. Beginning with the National Crime Commission recommendation, enabling state legislation to establish four bureaus and the development of proceedures that could be followed in order to implement the legislation and realize the concept of Youth Service Bureaus.

U. S. Government, President's Commission on Law Enforcement and Administration of Justice. *The Challenge of Crime in a Free Society*. Washington: G.P.O., Feb. 1967. 340pp.

This is the general report of the President's Crime Commission. It contains more than 200 recommendations and discussion of them in summary form. The main reference to youth service bureaus is on page 83.

U. S. Government, Task Force on Juvenile Delinquency. *The Task Force Report: Juvenile Delinquency and Youth Crime, Report on Juvenile Justice and Consultants Papers*. President's Commission on Law Enforcement and Administration of Justice. Washington: G.P.O., 1967 428pp.

Overall this text makes inquiry and comments regarding youth crime and the juvenile justice system. Pages 9-22 deal with pre-judicial dispositions and pages 19-21 treat in detail the recommendation for the establishment of youth service bureaus.

Wheeler, Stanton , Leonard S. Cottrell and Ann Romansco. "The Juvenile Court and Related methods of Delinquency Control," *Task Force Report: Juvenile Delinquency and Youth Crime*, Task Force on Juvenile Delinquency, The President's Commission on Law Enforcement and Administration of Justice. Washington: G.P.O., 1967 pp 409-28.

The authors analyze current delinquency prevention programs. Of special significance to the Youth Service Bureau are comments on page 417 about the potential harmful effects of the labeling process.

"White Paper Proposals, The," *6, British Journal of Criminology,* (1966) 101-69

This special Journal article outlines the general principles and detailed proposals of the Government White paper. The advantages and criticisms of the proposals are reviewed overall. Several papers are presented with views from a psychiatrist, a lawyer, a criminologist, a legal reader, a probation officer and a children's officer.

Youth Study Committee. "An Inventory of Youth Services and Programs in Winston-Salem and Forsyth County," YSB of Wake Forest Univ. Dec. 1970, 21pp.

A report on eighty-three specific youth serving programs in Winston-Salem, North Carolina area. The Youth Service Bureau of Wake Forest University provided leadership to make this paper possible.

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